Sport Development Policy for Alberta

ALBERTA RECREATION & PARKS
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Chapter One
Background and Introduction to the Policy

Background and Introduction to the Policy

1.1 A RATIONALE FOR GOVERNMENT INVOLVEMENT IN SPORT

"Nobody has ever been able to say what sport is, quite. But life would hardly be the same without it. Perhaps that's because sport means a number of opposite things.

It means fact and it means fancy. It is as tangible as a golf club and as intangible as a dewy morning; exciting as a photo finish, serene as ebb tide. It is competition, composure, memory, anticipation. Sport is not all things to all people. But today it is something in more different ways to more people than it has ever been before.

It is play for many and work for a few. It is what no one has to do and almost everyone wants to do. It represents, on the one hand, challenges willingly accepted — and on the other, gambits willingly declined. Its colors are as bright as a cardinal's feathers; as soft as midnight on a mountain trail. It is as loud as a stadium at the climax of a World Series — and as quiet as snow. It is exercise and rest. It is man exuberant and man content . . . Sport is a wonderful world."

Sports Illustrated, 1981

Sport — A Personal Pursuit and a Public Responsibility

Sport includes a wide range of activities and can involve any individual. Levels of commitment and intensity may vary from the spirit of play to the highly competitive. Essential motivating factors include enjoyment, self-fulfilment, self-development, emotional release, and self-realization.

Sport has the potential to significantly contribute to the growth of individuals as well as to the general social and economic development of the province. The fact that such benefits accrue from sport provides the basis for a rationale for government involvement in sport development.

Sport — A Definition

Although it is not the purpose of this policy to produce a model definition of sport, given the variety of interpretations that exist, it is important to clearly define the particular view of sport held by Alberta Recreation and Parks. This view incorporates four essential elements:

1. Sport requires that participants execute physical and mental skills which require practice or preparation to improve or perfect.
2. Sport involves competition against other participants, oneself, or nature. Levels of competition range from those for the beginning participant to those for the international competitor.
3. Sport occurs in a structured and organized environment, and is governed by standard rules.
4. Sport is considered as a component of recreation.

The fourth element is fundamental to the Department's concept of sport: sport is not viewed as separate from recreation, but rather as a part of it.

Alberta Recreation and Parks views the sport system as a component or subsystem of the recreation system. An activity that is defined as sport is seen as an integral part of recreation.

At the 1974 Conference of Provincial Recreation Ministers, the Ministers defined recreation as *"all those things that a person or group chooses to do in order to make leisure time more interesting, more enjoyable and more personally satisfying".*

The concept that sport is a part of recreation means that the activity is discretionary in nature; it is freely chosen, and undertaken during discretionary time with self-satisfaction as the primary intent. In this regard, the level of expertise or competence of the participant has no bearing in determining if a particular activity is sport. Whether the participant is learning the basic skills at the beginner stage, or competing at a world class level, the activity remains sport.

As well, recreation is viewed as an essential element of life which enables people to maintain a sense of purpose. As such, recreation is considered an essential service, as outlined in the following resolution unanimously passed by the Ministers at the 1974 Conference of Provincial Recreation Ministers. This resolution reflects a deep commitment to, and recognition of, recreation's contribution to Canada's social fabric and to the lives of Canadians. The resolution is supported and subscribed to by Alberta Recreation and Parks.

"Whereas recreation includes all of those activities in which an individual chooses to participate in his/her leisure time and is not confined solely to sports and physical recreation programs but includes artistic, creative, social and intellectual activities,
And whereas society is rapidly changing and leisure time is changing,

Be it therefore resolved that this Conference recognize the fact that recreation is a social service in the same way that health and education are considered as social services and that recreation's purpose should be:

a) to assist individual and community development,
b) to improve the quality of life, and
c) to enhance social functioning".

As part of recreation, sport is also viewed as an important public service which can, like any other recreational activity, assist individual and community development; improve the quality of life; and enhance social functioning. Alberta Recreation and Parks recognizes sport as important for the individual, for communities, and for the province. There is no doubt that growth and improvement within the sport system must continue. Sport has the potential to positively contribute to the development of the individual and his/her community.

Sport — A Resource for Social and Economic Development

At the individual level, the physical health benefits derived from participating in sport have long been extolled and widely accepted. Sport provides people with the opportunity for physical growth through strengthening and toning the body, developing balance and agility and, in some cases, improving cardiovascular functioning.

Mental growth can be enhanced through involvement in sport as either a participant or a leader. Acquisition and practice of skills such as situation assessment, strategy development, and crisis-response can all evolve through sport.

Sport can also contribute positively to an individual's emotional well being by providing opportunities for personal challenge, creative expression, esteem-building and self-acceptance. The physical and mental activity required by sport can play a significant role in reducing stress and releasing tension.

Sport can operate as a tool for social development at both the individual as well as community and provincial levels. For individuals, sport can act as a social mechanism for the development of positive competitive relationships and lasting friendships.

At a social level, sport is recognized as an essential element of community life. Where support networks are lacking in a geographic neighbourhood, sport can be used as a tool for social or community development. In other instances, strong communities of interest can develop through sport, such as community-wide tennis or hockey clubs which often cut across social, economic and geographic barriers.

Local identity is often achieved or heightened by a local winning team or by the new arena. A sense of community is strengthened when the community works together to support facilities, buy team uniforms, or simply cheer a local sport hero or heroine.

In some cases, sport can play a role in developing that sense of community at the provincial level. The involvement of top sport participants representing Alberta at major sport competitions provides an opportunity for both participants and spectators to feel a sense of pride and prestige.

Sport is often viewed as an important mechanism for reducing social problems such as juvenile delinquency. As well, certain sports offer legitimate opportunities for some kinds of behaviour which, in contemporary society, would otherwise be deemed unacceptable.

Opportunities to vent feeling of physical aggression or to experience physical danger or hard physical contact, are a necessary feature of a healthy, yet peaceful society.

Sport plays an important role in the economic development of the community and the province, the direct economic benefits alone constituting a major part of the growing multibillion dollar recreation industry. Such benefits, for example, flow from facility constructions, equipment purchases, the creation of employment opportunities, and revenues from out-of-province participants and spectators. At the same time, the popularity of particular sports and sports personalities is being used increasingly as a means of advertising in non-sport sectors to attract customers and promote products.

There are also indirect economic benefits. These derive from the physical and mental benefits obtained by sport participants. They were described in 1974 in a statement on recreation, and on sport as a part of recreation, by the Honourable Horst Schmid, then Minister of Alberta Culture, Youth and Recreation:

"With recreation designed for the enjoyment of people, we know our medicare cost will go down. We know our hospitals will not be so filled to overflowing. We know that even production will go up. In short, we know we are not just giving away millions of dollars for fun and games . . ."

Sport is viewed as part of recreation and an

important contributor to the economic and social development of Alberta. As such, Alberta Recreation and Parks believes that sport should be considered an important public service at all government levels. Furthermore, the Department will approach sport development *not only as a private and personal enterprise but also as a public responsibility and as a major resource for social and economic development.*

1.2 WHY A POLICY FOR SPORT DEVELOPMENT IN ALBERTA

Historical Background

The development of sport in Alberta has been plagued by serious problems and issues. There has often been a consensus that the problems exist, but little has been done to resolve them. There has been a feeling that these problems are rooted in the fact that overall objectives for sport development, and the roles of the various actors, have been unclear. Public and private sector policies, programs and services remain fragmented, inconsistent and overlapping. In part, this has been because the role of Alberta Recreation and Parks has been undefined, unclear and unfocussed. With no stated objectives or clear policies, other actors have been involved in a futile search for their place in the sport system.

This policy report represents the latest efforts to address the problems and issues affecting the sport delivery system. The impetus for this report system stems in part from the fact that the problems have continued to persist. This report is also a response to the sport community's challenge to Alberta Recreation and Parks for a clear position relative to sport programs and services. Further, the Department believes that a statement of policy on sport will reduce many of the difficulties facing sport in Alberta, and establish the optimum direction along which sport should proceed.

An Overview of Major Issues for Sport Development in Alberta

The development of any social policy must be based on an understanding of the significant issues relevant to the area of study. Policies which provide direction for the development and operation of programs and services can then be designed to respond to these issues. Ultimately, this introduces positive change and moves toward improving the area of social policy. A review and analysis of major sport issues was therefore considered an essential background step toward the development of a sport policy by Alberta Recreation and Parks.

Both current and emerging sport issues must be considered if policies are to remain relevant for any period of time. Policies can then be developed which assist in correcting past problems, respond to existing pressures, and which anticipate and respond to future needs.

Due to the nature of planning a provincial sport policy, the identification and analysis of issues focussed on broad concerns rather than on problems specific to one sport or development area. Generally, issues were selected which were seen as affecting overall sport development in Alberta.

Here are the key issues that were considered in formulating the sport policy:

The Issues

1. AN INEFFICIENT AND POORLY ORGANIZED SPORT DELIVERY SYSTEM

Lack of Co-Ordination

One of the most significant issues in sport development centres around the lack of clear definitions of roles and responsibilities of agencies involved in sport. The delivery system is a complex and confused network of agencies, generally operating independently from each other. As a result, little is done to reduce the overlap and duplication of programs and services, or to function in a more co-ordinated and efficient manner.

Need for Role Clarification

There is a need to clarify the various roles of specific agencies and the relationships among the various actors. With so many groups involved in the development of sport, each with its own resource requirements and motivation, but with all having a significant impact, it is essential that individual responsibilities are clearly articulated, understood and agreed to.

2. INTERNAL SEGMENTATION AND A LACK OF CO-OPERATION

Poor Communication

Closely related to the above issue and contributing to the co-ordination problem, is the serious lack of co-operative effort. Poor communication further aggravates this situation, as do the competitive relationships which seem to dominate among the agencies of the system.

Competitive Relations

Competition between various sectors and levels of the system is unnecessary; many times such agencies serve the same individuals and often the same needs.

Opportunities for joint efforts and partnership approaches are missed too frequently, resulting in agencies wasting valuable resources and likely providing a lower quality of service.

3. AN ISOLATED, SEGREGATED APPROACH TO SPORT DEVELOPMENT

A Restricted View of Sport

Sport has been developed and promoted as an area or activity that is somehow separated from the broader social milieu. Not enough attention has been given to understanding the social and economic development roles which sport can and does play, and the relationship of sport to other systems such as economics, health, culture, and tourism. As a result, sport has a low credibility as a bona fide public service, and is often given a lower priority in resource allocation.

4. A LACK OF ATTENTION TO PLANNING

Ad Hoc Approach

Not enough emphasis is being given to the proper use of planning, research and evaluation techniques in all aspects of sport development. Most sport organizations and agencies do not have sufficient resources to effectively plan, research or evaluate their programs and services.

Need for Long-Range Planning

Long-range planning in particular is virtually non-existent, giving rise to a crisis-reaction approach to development rather than one that is goal-oriented and anticipatory in nature. As a result, problems appear to be emerging in other areas, such as inadequate supply of services, when in fact, the real concern or underlying problem is the lack of planning.

Poor Technical Base

The low priority on research and evaluation has led to a poorly developed understanding of technical knowledge and an inadequate information base on sport. Gaps exist particularly in the areas of sport participation, evaluative research, and the economics of sport.

5. A LIMITED AND UNSTABLE FINANCIAL BASE

Need for Adequate Financial Resources

With rising costs of delivering all types of sport services, including facilities, leadership and administrative support, the issue of adequate financial resources is critical to all components of the sport system.

Fiscal Restraint

For voluntary agencies, reliable funding is required for operating existing programs and for developing new areas. A strong dependency on public sources of funding is becoming a problem because of tighter budgets and fiscal scrutiny of government agencies at all levels.

Increasing Participant Costs

As well, the personal costs of participating in sport are continually growing and, in some cases, becoming prohibitive. With increasing economic restraint impacting upon all public and private sectors, there may be an increased expectation that individual sport participants will contribute personal financial resources for sport opportunities.

6. GROWING PRESSURE ON THE VOLUNTEER COMPONENT

Increasing Demands on Volunteerism

A number of factors have contributed to problems in maintaining an effective volunteer system for sport development in Alberta. Increasing public demand for sport participation, the increasing sophistication of sport management, and the expanding diversification of sport activities, are creating unprecedented demands on voluntary sport agencies as well as on individual volunteers.

Volunteer Burnout

Provincial sport associations have been criticized as being the most underdeveloped and underserviced component of the delivery system. At present these groups are experiencing increased difficulty in such areas as providing administrative support services and retaining an adequate number of volunteers. Volunteers are being overworked, and demands for increased specialized skills are being made. There are inadequate training and skill development programs for coaches, officials, administrators, and trainers. As a result, volunteer burnout remains a major problem.

Need for Professional Leadership

There is a need to move toward the application of professional attitudes to sport leadership. The support of

professional staff and the provision of services are seen as keys to establishing a firm foundation upon which associations can grow and develop. There is however, a major concern that securing professional staff could bring about the disappearance of the volunteer. Professional staff should become a stimulant for greater volunteer efforts within sport agencies.

7. PERSISTENT INEQUALITIES IN OPPORTUNITIES FOR PARTICIPATION

Opportunity Imbalance

The opportunity to participate is not equitably distributed, with certain segments of the population experiencing more difficulty participating than others. In particular, natives, women, disabled persons, and the economically disadvantaged are not well catered to as other groups in Alberta's community. This problem is not necessarily one of inadequate supply of opportunities; many of the barriers to participation are much more complex, such as social attitudes, including discrimination.

8. INADEQUATE OPPORTUNITIES TO MEET DEMANDS OF ALL PARTICIPANTS

More Opportunities Required

Both developing and mass participants are in need of more opportunites to participate. Overbooked facilities, crowded classes, poor conditions for training, are all common complaints.

Need for Innovation

This is not only an issue of supply (although in some cases supply is the problem), it also stems from a reluctance to move away from traditional approaches by both participants and suppliers. For example, the concept of requiring a fully equipped regulation size playing environment for all types and levels of participation needs to be examined. Flexible and innovative approaches along with more co-operative ventures are needed.

9. THE FORGOTTEN HUMAN FOCUS — TOO MUCH ATTENTION TO STRUCTURE

Lack of Participant Focus

Sport development in the past has had a tendency to concentrate on the highly visible components of sport, such as sport facilities and the hosting of major competitions. In addition, rapid development of the sport delivery system has resulted in the formation of complex sport administrative structures. Such structures more often than not, have a tendency of becoming increasingly bureaucratic as opposed to being service oriented.

Although it is generally recognized that the participant should be the focus of the sport delivery system, there has been evidence of a shift away from this central concern.

Lack of Attention to Health and Safety

For example, the health and safety of participants remains an issue. Violence in sport continues to increase along with the calibre of participation, demanding more from young participants at a much earlier age. Physical health and safety is of concern, and so is emotional and social health.

This is especially evident among participants in highly competitive sports where excessive training and, in some cases, demanding competition can endanger health.

10. A WEAK CONCEPTUAL BASE FOR SPORT

Conceptual Confusion

The wide variety of perceptions and attitudes relating to sport and sport development has led to confusion and conflict both within the sport system and in the broader community.

Conflicting Philosophies

A consensus should be reached within the fields of sport and recreation with respect to the inter-relationships between the concepts of recreation, sport, physical activity, and fitness.

Lack of Consensus

This lack of universal, collective philosophies and definitions has seriously hindered past efforts toward establishing a unified body for sport. Even more general attempts to strengthen relationships within the sport system have been hindered.

Need for Goals

As well, the lack of definite goals for overall sport development has left major policy issues unresolved.

The foregoing by no means represents an exhaustive discussion of major sport issues. Those more specific to one component of sport, such as facilities or leadership, are highlighted in the following chapters of this report.

The Role of Policy — Objectives and Limitations

Sport policy identifies the position of Alberta Recreation and Parks relative to a number of sport development issues in Alberta, including those outlined in the preceding section. Through the policy, a framework is created outlining the Department's intentions in regard to the planning, managing and monitoring of its future sport programs and services. The policy will contribute toward the achievement of goals and aspirations of the sport community. The specific policy statements will strive to improve sport development in Alberta by setting directions that can eventually lead to the following:

1. Identification of strategies to encourage and promote the orderly development of an efficient and effective sport delivery system in Alberta.

2. Clarification of the role and responsibilities of Alberta Recreation and Parks and other actors in the Alberta sport system.

3. A common frame of reference through the development of goals and objectives toward which all agencies within the sport community can strive.

4. Facilitation of continuity in planning, decision-making and implementation on matters pertaining to sport development.

5. Monitoring of the progress toward the stated objectives for sport in Alberta.

The policies in the subsequent chapters of this report must be viewed as part of an ongoing planning process aimed at providing for the sport needs of all Albertans. Their usefulness depends in part on the degree of flexibility and adaptability in the policies themselves and the updating process. Hence, the policies should not be viewed as the ultimate panacea for all problems confronting sport. Periodic review and evaluation is required in order to encourage the development of sport in Alberta along a stable yet progressive path.

Chapter Two
Broad Policy Directions

Broad Policy Directions

In developing a sport policy, it is important to establish broad directions for sport development in Alberta. These directions can provide a goal-orientation for the specific policies and, later, for strategies. Broad policy directions should be based on an interpretation and understanding of overall provincial government policy as well as issues related to more general social concerns.

A statement by Alberta Recreation and Parks of its view of the desired future for sport development is required. Policy directions cannot be determined solely by examining issues. It is important to assess and declare the beliefs and principles which inevitably underlie the broad goals.

The beliefs and principles should, in fact, provide the initial framework for setting broad policy directions and the more specific policies. As a first step in defining broad policy directions, the beliefs and principles of Alberta Recreation and Parks related to sport development are identified. Following this, the desired future for sport development, stated as broad policy goals, is set forth.

2.1 BELIEFS AND GUIDING PRINCIPLES FOR SPORT DEVELOPMENT

The following statements reflect the beliefs of Alberta Recreation and Parks relative to sport. These, in part, are based on broader fundamental beliefs of the Provincial Government and departmental goals and objectives.

The statements also outline principles which can be described as guidelines for both the development and delivery of services. In general terms, these statements outline the Department's view of the way the field of sport should work and, the way in which the Department will approach the development of sport.

The beliefs and guiding principles presented are intended primarily to guide Alberta Recreation and Parks. However, in time these may permeate the whole fabric and mosaic of the sport community in Alberta.

The statements are divided into two categories: sport participation and participants; and the sport delivery system.

Sport for All

1. *Sport is for all Albertans. All Albertans regardless of age, sex, creed or ability have the right to participate in sport.*

   This implies the following:

Focus on Mass Participation

— The provision of services should reflect an approach which strives to meet the needs of as many Albertans as possible; there will be a focus on mass participation in departmental services and programs.

Broad Access/ /Distribution

— The emphasis will be on providing the best opportunities for the greatest number of people.

No Discrimination

— Access to programs and services should not be unreasonably limited by an individual's age, sex, creed or ability.

Access to All Levels

2. *The opportunity to participate at any level of sport should be accessible to all Albertans.*

   This implies the following:

Importance of All Levels

— All types and levels of sport participation are of importance and value to individuals and society.

Mutual Enhancement

— The differences between mass participation and participation in pursuit of excellence should not be overemphasized. Both are important and should be viewed as mutually enhancing.

— Agencies wishing to focus on one type of participation should not abdicate responsibilities for the other types; the Department recognizes the need to provide resources for the developing participant.

Self-Determination

3. *All Albertans have the right and the freedom to develop their sport participation to any level they choose.*

   This implies the following:

Dynamic Nature of Participation

— Objectives or motives for an individual to participate can change at any time for a variety of reasons: a move from one type or level of activity may not necessarily reflect a progression based on competence.

Freedom of Choice

— Individuals can freely choose whether or not to participate in

sport at all: participants are free to develop a participation style that puts little emphasis on winning.

Achieving Excellence — The pursuit of excellence is recognized as a worthwhile goal for both individuals and the province: sport participants have the right to achieve their maximum potential in sport.

Central Focus on Participants

4. *The physical and mental well being of the participant should be the central focus of all programs, services and policies.*

This implies the following:

Maximize Benefits — All initiatives in sport should strive to maximize the benefits derived through participation.

Health and Safety — All sport participants have the right to participate in sport without jeopardizing their health and safety.

Protection of Rights — Sport participants should be protected from political and commercial exploitation.

Spirit of Sportmanship — Sport participants have the responsibility to participate in a manner which respects other participants and is in keeping with the ethics of fair play.

The Sport Delivery System

Shared Responsibility

5. *The development of sport is a shared responsibility, involving a number of agencies, sectors, and individuals.*

This implies the following:

Joint Enterprise — No single agency is solely responsible for the development of sport: it is a joint enterprise, shared by many components and sectors.

Public Responsibility — Sport is a public responsibility and an important public service at all levels of government.

Self-Reliance — Individuals have a responsibility to develop and contribute personal resources for sport participation.

Commercial Involvement — Commercial sector involvement in sport development will be encouraged.

Partnership and Mutual Respect

6. *The sport delivery system should operate in a spirit of partnership and mutual respect.*

This implies the following:

Communication and Co-operation — An environment of open communication and co-operation between agencies should be encouraged and maintained.

Role and Relationships — The roles and responsibilities of specific agencies must be defined, agreed to and adhered to by all partners: relevant relationships need to be maintained.

Public Involvement — Opportunities should be available for public participation and involvement in the decision-making process related to sport.

Agency Autonomy — Individual agencies should retain authority and control with respect to the development of their responsibilities or interest area: the degree of dependency on other agencies for survival should be minimized.

A Systems Approach

7. *Sport is part of recreation and the broader social system: it cannot be developed in isolation from other social and economic concerns.*

This implies the following:

Integrated Approach — Sport should be developed in an integrated manner which considers the impact of sport on the fields of economics, education, health, culture and tourism, and the impact of these on sport.

Toward Unification — All the scientific aspects of a sport should be developed in relation to one another with a

complete appreciation of the potential impact one aspect of sport has on another.

Effective and Efficient System

8. *Sport should be developed in a manner which maximizes both the effectiveness and efficiency of the delivery system.*

This implies the following:

Planned and Responsive

— There should be a planned approach to sport development, which is anticipatory in nature and based on an understanding of needs.

Innovative

— To remain relevant, innovative ideas should be encouraged in all aspects of sport development.

High Quality Service

9. *The sport delivery system should provide a high standard and quality of service to participants.*

This implies the following:

Professionalism

— Professionalism in the delivery of sport should be encouraged. This includes both the hiring of professionals and the adoption of professional standards of operation.

Quality and Quantity

— There should be a concern for the highest quality of experiences for sport participants as well as for quantity of opportunities.

Importance of Volunteers

10. *The volunteer and volunteerism should be maintained as the basis of the sport delivery system.*

This implies the following:

Self-Initiative

— Self-initiative in the sport community should continue to be encouraged by all programs and policies.

Support of Professionals

— Increased professionalism in sport leadership should be viewed as a means of improving the effectiveness of the volunteer system.

2.2 BROAD POLICY GOALS FOR SPORT DEVELOPMENT

A desirable future for sport in Alberta does not simply emerge or "fall out" of the beliefs and guiding principles or the issues. Conscious value judgements must be made as to what is perceived as desirable or good for sport in the province.

There is, however, a strong relationship between the beliefs and principles, and the broad policy goals. The former provide the first order of understanding towards the preferred direction for sport in Alberta.

The ten goals that follow, along with the beliefs and principles, provide both the framework and the direction for the specific policies in Chapter Three.

Policy Goal #1:

TO PROMOTE HEALTH, FITNESS AND A SENSE OF COMMUNITY AMONG ALBERTANS THROUGH PARTICIPATION IN SPORT. THIS GOAL INCLUDES IMPARTING TO ALBERTANS A BROADER UNDERSTANDING AND APPRECIATION OF THE NATURE AND VALUE OF SPORT PARTICIPATION.

This goal confirms the central focus of the policy as being the individual — the sport participant. It recognizes the important role that sport plays for both individuals and the broader social good.

As well, this goal strives toward an improved conceptual understanding of sport which is not limited to academics or policy-makers. This greater awareness will be shared by a broad range of Albertans. The wider appreciation of the value of sport can lead to an improved public image for sport and gain greater credibility for sport as an important service.

The overall ability of Albertans to make significant and effective choices related to sport participation should be improved through this policy goal.

Policy Goal #2:

TO ENCOURAGE A WIDE, DIVERSE AND STABLE FINANCIAL BASE FOR SPORT DEVELOPMENT. THIS BASE MUST INCLUDE GREATER INNOVATION AND A VARIETY OF SOURCES.

The financial reality of traditional sources of funding coming under greater scrutiny, and the rising costs for suppliers and participants alike, cannot be ignored in policy. To guarantee a bright future for both mass and developing participants a strong,

comprehensive and relevant fiscal policy must be an important component of any sport policy.

Although increased resources are certainly needed, more effective use of current sources of funding is perhaps the more reliable approach. This must be supplemented with a constant search for new financial support, probably from non-traditional sources.

This policy goal strives to assure the sport community of government's continued support of sport development. In particular, a renewed commitment to improving government's attention to the developing participant is given.

Policy Goal #3:

TO IMPROVE THE ACCESSIBILITY TO SPORT OPPORTUNITIES FOR MORE ALBERTANS FOR A BROADER RANGE OF ACTIVITIES: TO MAKE THE PRACTICE OF SPORT ACCESSIBLE TO ALL ALBERTANS UNDER THE BEST POSSIBLE CONDITIONS.

This policy goal recognizes that inequalities exist in Alberta with respect to accessibility to sport participation. A goal then is to reduce these inequalities by providing for and supporting a variety of policies to promote a more balanced distribution of opportunities and resources.

Within the policy is the flexibility and the responsiveness to allow for special attention to be given in cases where inequalities persist. Not only is a greater diversity of opportunities needed, but there is also a requirement for a shift in public attitudes.

The idea that differences exist as a result of personal shortcomings rather than social constructs is one that needs to be changed. The recognition that social and economic groups face real barriers to participating in sport is an important step toward rectifying the inequalities.

Policy Goal #4:

TO ENCOURAGE GREATER PERSONAL ACHIEVEMENT IN SPORT.

In keeping with the commitment to, and recognition of, the pursuit of excellence this policy goal is directed toward improving performance levels and developing a higher calibre of participation by Albertans. While the major focus of Alberta Recreation and Parks will be on mass participation, there is no inference that such participation should not be directed to the highest quality possible. The policy protects and nurtures a delicate balance of preserving the freedom and creativity that sport participation provides, while at the same time encouraging the challenge and rigorous pursuit required to reach and maintain the best participation possible.

Policy Goal #5:

TO MOVE TOWARDS A DIVERSITY OF OPPORTUNITIES AND TO IMPROVE THE OVERALL QUALITY OF SPORT PARTICIPATION THROUGHOUT ALBERTA.

The fact that Albertans are active sports enthusiasts would come as no surprise to many operators of public facilities that are now booked beyond their limit. The opportunities needed include programs and facilities at all levels of participation.

Policy Goal #6:

TO CREATE THE ENVIRONMENT FOR A COMPREHENSIVE, WELL-DEVELOPED TECHNICAL KNOWLEDGE BASE FOR SPORT WITH AN IMPROVED UNDERSTANDING ABOUT THE ACT OF SPORT PARTICIPATION.

Research and evaluation in the field of sport is lacking. With innovations in technology creating daily obsolescence in training methods, equipment design and psychological technologies, the need for an up-to-date technical knowledge base is critical. The policy strives to promote the study of sport and the dispersal of information in all development areas. Experimentation and innovation are encouraged and the professional growth and development of sport leaders is supported.

Policy Goal #7:

TO HAVE THE SPORT DELIVERY SYSTEM EVOLVE TOWARD A MATURE PARTNERSHIP OF ACTORS.

This policy goal recognizes the unique role of each actor in the delivery sytem. Each is needed to maintain the breadth of services required for sport development in Alberta.

Partnership has been identified as a key principle in the previous section. The concept of a mature partnership, however, involves some specific characteristics. Such a partnership will strive to:

1. Recognize the autonomy of the various actors in matters concerning the conduct of their affairs.

2. Accommodate a high degree of interdependence among the various sport actors.

3. Recognize the major role of all levels of government in sport development.

4. Encourage an attitude of mutual respect and understanding among the partners.

This policy goal is directly related to the delivery system. The three following goals are highly related to this goal.

Policy Goal #8:

TO STRENGTHEN, CO-ORDINATE AND MAINTAIN AN EFFECTIVE SPORT SYSTEM IN ALBERTA.

This policy goal is directed toward providing Albertans with a balanced and comprehensive system of sport resources. To accomplish this, a dimension of this goal must be toward improving the co-ordination of services. In this regard, the relationships between and among the agencies within the "partnership" will need to change to reduce the competition and to stress co-operative efforts. Interagency dialogue and communication must be promoted in order to develop a co-ordinated and co-operative sport system.

Strengthening the delivery system should also include developing a strong, self-reliant system of volunteers.

Policy Goal #9:

TO FOSTER A GREATER COMMITMENT TO PLANNING THROUGHOUT THE SPORT SYSTEM IN ALBERTA.

A planned approach to the development of sport is a solid theme throughout this policy. All aspects of sport benefit from planning. Greater emphasis on planning will result in a move from a crisis-reaction approach to sport development, to one which is anticipatory in nature.

As well, piecemeal approaches based on single agency objectives will shift toward more comprehensive ones. Planning is necessary to deal with the increasing complexity of the sport delivery system. Without planning, the sport system becomes fragmented, resources are wasted and goals become difficult to attain. Alberta Recreation and Parks is committed to the value of planning and will work toward creating a planning climate within the sport delivery system and in all agencies involved in sport in Alberta.

Policy Goal #10:

TO UNIFY THE EFFORTS OF THE SPORT COMMUNITY AND FACILITATE THE DEVELOPMENT OF A SET OF DIRECTIONS FOR SPORT IN ALBERTA.

The pursuit of a co-ordinated system for sport in Alberta has taken the time and talent of many sport experts over the years. The "one voice for sport," the single multidimensional umbrella organization that will speak for all of sport, may be the holy grail of the sport community — a goal that is difficult if not impossible to achieve. The need for that unity of purpose and direction for all sport agencies, however, remains.

This policy sets forth a set of universal goals, beliefs and principles to which in time, all members of the sport community can identify with and aspire to. The framework presented by this policy can perhaps provide the first steps toward unifying sport development in Alberta.

Chapter Three
General Sport Development Policies

General Sport Development Policies

Specific policy statements build upon the previously established broad policy directions and are in direct response to issues affecting the sport system. Statements of policy have been formulated based on the recognition that the overall development of sport in Alberta will be achieved through the sound development of policy stances in the key areas of participation, leadership, facilities, and administration.

Taken together, the policy statements point the direction for the future development of sport in Alberta. In addition, the statements present the range, scope and intent of Alberta Recreation and Parks' sport programs and services. The Department considers the policies to be the most appropriate to improve sport in Alberta.

Policy statements, as they have been developed throughout this report, must evolve and respond to an ever-changing environment. These policies are not static statements of an unrealistic utopia for sport in Alberta. Rather, they are meant as dynamic statements that establish the groundwork for future action.

1. POLICIES ON PARTICIPATION DEVELOPMENT

The promotion of widespread, quality sport participation in Alberta is a major sport development goal of Alberta Recreation and Parks, and a primary focus of this policy. It is the benefit of sport participation to inviduals and to the province generally which provides the primary reason for government involvement in sport.

Although the extent of sport participation in the province is important to the Department, the calibre of participation is equally significant. The distinctive element at any level of sport participation is competition. In sport participation, a prime source of satisfaction comes from improving the level of participation, at whatever calibre, and from continually striving for a standard that is the best one can achieve. Improving the quality of sport participation is therefore an important aspect of participation development in Alberta.

The overall intention of Alberta Recreation and Parks with respect to participation development is to encourage a high calibre of sport participation by all Albertans and to ensure that an adequate quantity and quality of programs is available to meet the needs of sport participants.

In the simplest of terms, sport participation requires two conditions: first, available opportunities or sport programs; and second, interested, motivated individuals with the skills and resources to take advantage of such opportunities. It follows then, that the development of sport participation involves basically two thrusts: first, planning and provision of participation programs; and second, encouraging individuals to develop the capacity to participate.

Alberta Recreation and Parks will strive to ensure that all Albertans have the opportunity and the capacity to participate in sport at the level and intensity of their choice.

In the past, efforts to develop participation have largely focussed on the provision of programs such as skill development courses, leagues and special competitions.

More recently, there has been recognition that simply providing opportunities is not enough to ensure participation. More attention must be given to preparing individuals for participation, with a focus on the preconditions or prerequisites to participation. There should be increased emphasis on assisting individuals to acquire basic skills, knowledge, and understanding about sport. As well, positive attitudes and values toward sport participation are important for motivating individuals to become active sport participants.

The interrelationship of these two aspects of participation development must be respected. The availability of appropriate, well-designed opportunities can in themselves help to encourage participation. In turn, in order to develop effective programs, it is important to understand the particular motives and needs of participants. Approaches to developing participation cannot be segregated or ad hoc in nature; a more planned approach is required.

1.1 PLANNED, CO-ORDINATED APPROACH TO PARTICIPATION DEVELOPMENT

At present, many sport agencies are experiencing difficulty in meeting the current demand for sport participation. If initiatives to encourage greater and improved participation are implemented, systems must be in place to respond quickly, or demand will become frustrated. At the same time, with resources for sport development under increased pressure, there is a need to develop approaches which maximize efficiency and effectiveness. A more planned and co-ordinated approach to participation development is warranted.

Alberta Recreation and Parks will encourage and support a planned, co-ordinated approach to the development of sport participation at all levels of the delivery system.

Formal planning by provincial sport associations for sport participation will be encouraged through the development of comprehensive game plans. These

will establish goals and objectives, and set participation standards for their sport. The scope of these plans would range from strategies for sport exposure and talent identification, to the training of developing participants. Related services and programs would be specified.

In turn, the Department, in conjunction with other organizations, will develop a provincial Alberta game plan for overall sport participation in the province.

The Need For Integrated Long-Range Planning
Although within some sports there exists a fairly sophisticated and highly regulated system of participation programs, planning of such systems is often short-term, frequently covering only a single season. Longer-range planning is needed, which integrates the various aspects of participation development programs such as training, talent identification, and major competitions. Leadership, facilities, and administration needs should be included in such planning.

Alberta Recreation and Parks will encourage long-range and integrated planning in the development of sport participation.

The development of sport participation should be integrated with planning for other areas of recreation. For example, municipalities should be encouraged to incorporate sport participation planning in community recreation master planning. Provincial sport associations should be encouraged to integrate participation plans, or game plans, with broader association planning and with planning at other administrative levels, such as national and local.

Limited resources, along with the growing popularity of many types of sports by a more diverse group of participants, suggests there is a need to undertake long-range planning for sport participation on a provincial scale. To assist with this, there must be a move toward a better understanding of sport participation, both in the area of participation preferences and in determinants of behaviour.

Alberta Recreation and Parks will encourage and support sport participation research which will contribute to an understanding of sport participation and assist long-range planning for sport in the province.

A Co-ordinated System for Participation Development
The development of sport participation is complicated by the number of agencies and levels involved in sport participation. Not only is the number of local organizations and clubs growing; so is the number of provincial and national agencies. As new sports emerge, and interests change for established sports, this situation will continue to be dynamic.

Many organizations are often not related in a hierarchical sense, resulting in a somewhat confused system of leagues, tournaments and competitions. Furthermore, a variety of levels exist within the competitive sport community, with some agencies wishing to focus on specific types of participants rather than attempting to service all individuals. In some instances, this can result in overlap and duplication of effort, such as the proliferation of compaigns promoting sport. In other instances, gaps or voids occur, where a participant group or sport is under-serviced.

To alleviate this situation, *Alberta Recreation and Parks will encourage a co-ordinated system for the overall development of sport participation on a provincial basis.*

To assist in achieving this, *the Department will recognize and support specific roles for various agencies in the area of participation development.*

Although an agency may be viewed as having a primary mandate for a particular type or level or participation, *Alberta Recreation and Parks maintains that agencies involved in participation development should consider the entire spectrum of participation.*

In addition, while the Department supports a system breakdown of responsibilities, *all agencies concerned with participation development are encouraged to work closely together where appropriate.*

The agency responsible for local mass participation development is the municipality. Although other agencies and organizations are involved, the municipality is viewed as the key agency, which is consistent with the overall recreation development policy of the Department.

Alberta Recreation and Parks recognizes the municipality as the primary agency responsible for the overall provision of mass sport participation opportunities at the local level, and will channel support through this authority.

The municipality is encouraged to work co-operatively with other organizations involved in sport at the local level. Special attention should be given to schools, the quasi-public sector, and the private sector. Not only are local clubs and leagues

important, so, too, are service clubs, Y's, church groups and private clubs.

At present, formalized regional mechanisms for overall sport development do not exist in Alberta, although some agencies do have a regional system for participation programs. The *Department will encourage municipal governments to join together to develop sport participation on a regional basis where appropriate.* As well, *provincial sport associations are encouraged to adopt appropriate regional approaches related to the development of participation in their sport.*

Since any provincial sport association is related to national, and ultimately to international agencies, as well as to local clubs and leagues, *Alberta Recreation and Parks recognizes the provincial sport association as the primary agency responsible for developing participants toward the pursuit of excellence. Universities and colleges are recognized as playing a complementary role for students in the province.*

These organizations also retain responsibilities for developing mass sport participation. In the case of provincial sport associations, this responsibility extends to all participation for their sport. The role of universities and colleges is to assist with providing mass participation opportunities at the local level, where possible.

On a provincial scale, *the primary focus of Alberta Recreation and Parks is on the development of participation opportunities for all Albertans.*

1.2 ENCOURAGING WIDESPREAD SPORT PARTICIPATION

A review and analysis of trends and forecasts for Alberta's future indicates that, due to a number of factors, demand for sport in all likelihood will increase over the next 10 to 15 years. There is evidence, however, that present patterns are less than widespread, with particular social and geographic groups revealing lower interest in sport participation.

To encourage participation in sport by a large proportion of the population, an adequate quantity and range of opportunities is required to meet a variety of needs. Positive attitudes and values toward sport must also exist, along with a well-developed knowledge and awareness about sport participation throughout the province.

Toward an Adequate Supply of Opportunities

Programs or opportunities for sport participation can take a variety of forms and mechanisms. Included here, for example, are programs for learning or sport exposure, opportunities for informal participation in a sport, ongoing formal competitive programs with regularly scheduled games, and special competitions. In order to meet the participation needs of all participants, and thereby encourage widespread participation, an adequate supply of opportunities must be available.

Alberta Recreation and Parks will continue to support the development of an adequate supply of sport participation opportunities for all levels and types of participation.

The development of particular opportunities for sport participation is the shared responsibility of a variety of agencies. As previously outlined, the Department recognizes specific agencies as having particular roles in the provision of opportunities.

To further augment the supply of programs, the *Department will actively encourage the involvement of the private and commercial sectors in the development and provision of sport participation opportunities.* The degree of involvement could range from limited assistance for other key agencies, to complete sponsorship such as organizing and hosting a competition or tournament. As well, *the Department will continue to encourage industry and business to increase the opportunity base by providing sport opportunities for their own employees.*

A Wide Range and Broad Diversity of Opportunities

The needs and motivations of sport participants vary greatly, not only by level or calibre of performance i.e., from beginner level to top competition, but also by degree of social interaction, outdoor versus indoor. To move toward a broad base of sport participants, it is important to maintain and promote a variety of programs.

Alberta Recreation and Parks will encourage the development of a wide range and broad diversity of opportunities for sport participation.

In general, opportunities should be available for mass participation as well as for developing participants. In some cases, this requires the provision of segregated, specially tailored programs, where a clear distinction is made as to the type of

participant being served. In other cases, one opportunity can serve a number of levels of participation. Overall, *a balance of provision should be maintained in the system.*

There are cases where the intent of opportunity must be specified, such as in the provision of specific opportunities encouraging high calibre participation. The provision of a regional and provincial system of games is another special case.

Alberta Recreation and Parks considers that Regional and Provincial Games should be developed primarily to encourage widespread participation in sport.

Although *there should be no relationship between Regional and Provincial Games at the participant level,* the principle upon which the games are premised should be similar and complementary. Both types of games should emphasize the festival element of the event and stress maximum participation. Skill level should be of minimal concern. *Games or sport festivals should be available for all participants, including seniors and the disabled.*

Besides developing a wide range of programs to satisfy the needs of sport participants, it is also important to ensure *flexibility and innovation in sport programming.* New games, co-operative games, family opportunities, and lifetime sports are concepts which increase the diversity of opportunities.

Alberta Recreation and Parks will encourage flexibility and innovation in the development of sport participation opportunities at all levels.

1.3 THE CAPACITY TO PARTICIPATE — DEVELOPING ATTITUDES, VALUES, KNOWLEDGE AND SKILLS

In encouraging participation in sport, the Department recognizes that adequate opportunities are only part of the answer. There must be equal concern with the development of individuals as potential participants.

Alberta Recreation and Parks will encourage and promote strategies which enable individuals to acquire adequate knowledge, skills and awareness about sport and sport participation.

Furthermore, the Department will encourage the development of public awareness and positive attitudes related to sport participation.

To promote an understanding of the value of sport and to encourage individuals to participate, mechanisms and structures should be developed to introduce individuals to quality sport experiences, and to make them aware of the benefits that occur from participation.

Learning the Basics — Education for Sport Participation

Because virtually everyone attends school from the age of 6 to 18, the school system has a unique opportunity to contribute to the positive development of a young person's interest and knowledge of sport participation, and the skills involved. Most schools include physical education as part of their curricula, and many schools operate extensive extra-curricular sport programs.

Alberta Recreation and Parks will support the continued development of physical education programs within the school system in Alberta.

Physical education programs should focus not only on basic skill development, but also on the more technical aspects of sport. Children should be encouraged to learn how to organize their long-term sport activities to increase self-reliance and to develop lifetime participation habits.

Students are not only influenced through required curricula; the opportunity to freely participate in sport at this stage in the life cycle is important in the development of long-lasting habits.

Alberta Recreation and Parks will encourage and support high quality extra-curricular sport programs throughout the education system in Alberta.

Just as it is essential to introduce sport in the schools, so is it important to develop programs which introduce non-students and adult sectors of the population to sport participation. The municipal system and provincial sport associations are considered the key structures for providing such programs.

Alberta Recreation and Parks will encourage the development of programs designed to expose individuals to sport participation at the introductory level.

Sport Promotion — Advertising, Marketing and Publicity

Individuals can be made aware of the physical and mental benefits of sport participation indirectly through special promotion campaigns and marketing strategies. As well, information about available opportunities, resources or contacts for organizing

campaigns and strategies is an important tool for encouraging participation.

Alberta Recreation and Parks will encourage general sport promotion, and will support programs designed to motivate Albertans to become sport participants.

To assist in achieving this, the Department will develop promotion and publicity programs on a provincial scale. Private, quasi-public and commercial agencies will also be encouraged to take an active role in sport promotion.

As well, the Department recognizes that the public relations and promotion skills of most volunteer sport organizations are inadequate. *The Department will encourage and assist provincial sport associations to develop promotional techniques and public relations procedures.*

1.4 TOWARD A HIGH QUALITY OF PARTICIPATION — RAISING STANDARDS AND DEVELOPING EXCELLENCE

Striving for high levels of achievement is an important part of sport participation for many individuals. Thus, encouraging high quality participation is an integral part of the overall development of sport participation in Alberta.

Again, the availability of adequate opportunities is an essential component, along with development of the appropriate skills and attitudes of participants. Attracting and retaining developing participants is of particular concern due to the personal resources they require to maintain long-term participation.

Alberta Recreation and Parks will encourage participants to apply their skills to achieve a high calibre of sport participation.

Alberta Recreation and Parks believes that the opportunity for continued improvement should be established for all sports.

Opportunities For Developing Excellence

The opportunities required for developing a high calibre of sport participation, and those necessary for mass participation, differ only by degree of sophistication. However, some specific types of opportunities are necessary for raising the standards of participation.

Alberta Recreation and Parks will take an active role in ensuring that adequate opportunities exist for participants to further develop their skills, including high quality sport programs for practice, training and competition.

Well designed training programs are essential for raising the skill levels of developing participants. The development of these programs, which include such activities as preparation of background information, fitness testing and participant assessment, is referred to as the technical development of sport. This aspect of participation has been criticized as inadequate, especially for participation oriented to the pursuit of excellence. To improve this situation, *Alberta Recreation and Parks will encourage the development of the technical aspects of sport.*

The Department will endeavor to assist provincial sport associations in the hiring of professional technical directors for program development. Greater emphasis will be placed on research in the area of technical sport development.

As well, the Department will undertake a thorough assessment of sport training needs in Alberta, and will support the development of sport training camps across the province.

The opportunity for regular and progressive competition is necessary for developing participants to reach higher skill levels. The lack of adequate local competition in Alberta creates extensive travel and high financial costs for participants. Such costs often result in missed opportunities for others.

Alberta Recreation and Parks will encourage and support the hosting of local, regional, provincial, national, and international levels of sport competition in Alberta.

A major problem experienced by many participants is the lack of opportunity to participate in various levels of competitions because of the high costs of travel. This often results in participants not being able to attend important levels of competition and hampers the participants' ability to reach higher skill levels.

Alberta Recreation and Parks will attempt to increase assistance to provincial sport associations to allow participants representing Alberta to compete in recognized events.

Retaining and Attracting the Developing Participant

Participation for the pursuit of excellence is not a factor for all sport participants. In some cases, the talent or skill level is lacking; in others, the motivation, drive and/or resources may be lacking.

In many sports, the success of aspiring participants is closely dependent upon the age at which they start concentrated training and development. Early identification of potential talent is becoming more and more critical.

Alberta Recreation and Parks recognizes provincial sport associations as being responsible for the methodical search for sports talent. The Department will encourage and assist in the planning and implementation of talent identification programs.

Local club development at the community level is also an important avenue for encouraging aspiring participants.

Alberta Recreation and Parks will encourage and assist provincial sport associations to develop local sport clubs oriented to developing participants.

The Department recognizes that the personal resources needed by individuals to support their involvement as developing participants are extraordinary in nature, requiring special attention. The time, money, and personal sacrifice required to achieve and maintain a top level of performance can discourage potential participants, and cause accomplished athletes to retire early.

The Department recognizes that the financial needs of many of Alberta's talented athletes are increasing. Higher costs for travel, equipment, facility rental, lodging, food and other necessities often place undue financial burdens upon athletes.

Alberta Recreation and Parks is committed to providing services and programs to assist in offsetting the financial requirements of talented sport participants.

The Department will further support developing participants by adopting personnel administration practices which allow for flexible working arrangements designed to accommodate training and competition schedules. Other provincial government departments and other agencies will be encouraged to adopt similar practices.

Scholarships, bursaries and other assistance for students who are developing sport participants have been initiated by a variety of agencies, including the federal and provincial governments and the private sector. *Alberta Recreation and Parks will continue to encourage and support programs which provide assistance to student athletes.*

Finally, recognition of sport participants is often limited to a select few who have won top or international levels of competition. Greater emphasis should be placed on publicly recognizing and awarding sport participants from all levels who have contributed to Alberta by striving to achieve excellence.

Alberta Recreation and Parks will work with appropriate sport agencies to develop a comprehensive and effective recognition system for sport participants.

1.5 EQUAL OPPORTUNITY TO PARTICIPATE — TOWARD SPORT FOR ALL

In some cases, additional effort is required to encourage sport participation. The presence of unique social or physical conditions often inhibits participation even when adequate opportunities are available. In other cases, these conditions help create an absence of accessible opportunities. Special assistance is required in both these areas.

Alberta Recreation and Parks will support the provision of special assistance to encourage sport participation where exceptional barriers persist.

Alberta Recreation and Parks will encourage sport agencies to be receptive to the needs of special groups in developing opportunities for participation.

Special groups include the disabled, the economically disadvantaged, seniors, natives, and females. Rural areas are often identified as disadvantaged with respect to sport.

Sport for Disabled Persons — An Integrated Approach

Over 200,000 people in Alberta today have some physical or mental limitation and are referred to as disabled persons. Sport participation forms one of the necessary bridges linking them to the community, and assists in reintroducing disabled persons into the mainstream of life.

One approach to increasing sport opportunities for disabled persons is that of integration. Integration is a process by which individuals can participate and enjoy experiences similar to people in other segments of society, but does not deny special services where appropriate and necessary.

Alberta Recreation and Parks supports the principles of normalization and integration, and promotes equal participation of disabled persons in programs and services of all sport agencies.

Sport Participation in Rural Alberta

There is often a lack of diversity of opportunity in rural areas of the province. Smaller communities do not have adequate numbers of participants at various skill levels to warrant extensive local

competition and intra-community leagues in a wide variety of sports. Too often, activities are limited to hockey, baseball, and sometimes curling and golf; other activities are simply not available to rural residents.

Alberta Recreation and Parks recognizes that different needs are present and that different opportunities are available in rural Alberta. Department services and programs will be developed to improve the opportunity base for sport participation in rural Alberta without jeopardizing the unique qualities of the rural lifestyle.

1.6 KEEPING SPORT PARTICIPATION A SAFE, HEALTHY EXPERIENCE

Although sport participation can and often does contribute positively to physical, mental and social growth, too frequently the opposite occurs, with sport becoming a threat to the health and safety of individuals. For example: A participant's medical health is not checked before engaging in strenuous activity; violence occurs on the sports field; needless injuries occue due to improper design of equipment and facilities; and participants suffer because of inadequate knowledge of training and warm-up procedures.

Alberta Recreation and Parks will strive to ensure that all sport participants are guaranteed a safe, healthy participation environment.

To achieve this, *the Department will support the development of regulations concerning the health and safety of all participants and the development of an Athlete's Bill of Rights for developing participants.* Regulations, for example, could cover protection against overtraining of developing participants, minimum safety standards for equipment, and general safety regulations for all sports, especially body contact sports.

As well, *the Department will encourage community education concerning safety and sport, safety research, and fitness testing designed to improve protection of participants.*

Child Participants — Emphasize Fun and Discovery

Although many sport experiences have the potential to contribute positively to the individual development of children, some highly competitive and aggressive sports can cause significant safety and health problems. While it is generaly recognized that physically gifted children deserve the same opportunities to develop their talents in sport as do children gifted in other areas, highly competitive situations involving young children may create hostility between children, may teach children unacceptable social behaviour, and may discourage children from participating in sport. Consequently, programs designed for young children should focus upon natural skill development by providing for free exploration, guided discovery, low pressure and fun.

Alberta Recreation and Parks endorses the Canadian Council on Children and Youth's "Fair Play Codes for Children in Sport," and encourages all sport agencies in Alberta to adhere to it.

Alberta Recreation and Parks supports the concept of minimum age guidelines for participation in sport activities, and will encourage all agencies to develop specific programs for younger participants that emphasize fun and play.

Rules and Safety Regulations

To further promote safety in playing environments for all sport participants, agencies should develop flexible rules and playing requirements to suit the needs and abilities of participants. These might relate to field size and length of play period. They are particularly relevant to children, seniors and disabled persons; but they could also apply to other groups.

Safety standards and regulations, on the other hand, should remain inflexible. Associations officially responsible for setting regulations for equipment and for penalties for violations and violent behaviour should ensure that such regulations are enforced.

Sport Science and Sport Medicine

One of the most effective ways to ensure healthy and safe sport participation is through a well-developed system of sport medicine. A long-term comprehensive program in sport medicine is needed to provide sport participants with optimal care in the area of preparation before participation, as well as in prevention, assessment and treatment of injuries. This approach can also serve to improve levels of performance by matching training techniques with scientific profiles of participants.

Alberta Recreation and Parks will encourage the development of strategies to ensure that sport medical services are available for all sport participants.

Alberta Recreation and Parks will encourage health services personnel in schools to acquire sport medical skills for treating students who receive athletic injuries.

Strategies to develop the field of sport medicine could include the sponsorship of seminars and

symposia to discuss sport research as it applies to sport medicine; the development of a central registry of medical, paramedical and sport science personnel; and investigation of the feasibility of establishing sport medicine treatment centres across the province.

2. GENERAL POLICIES ON LEADERSHIP DEVELOPMENT

The component of the sport development system broadly referred to as leadership encompasses a diverse range of activities, including: fund raising, coaching, rink shovelling, organizing, instructing, chauffeuring, refereeing, and envelope stuffing. All these activities are carried out by an equally diverse, and seemingly tireless, group of leaders. Anyone who provides guidance, direction or support toward the development of sport can be classified as a sport leader.

The leadership system in Alberta includes *technical leaders* (coaches, sport scientists, trainers, officials and instructors) and *support leaders* (administrator, organizers and general workers). Such leaders continue to play a significant role in the development of sport in Alberta. Today, as in the past, most leaders contribute primarily on a voluntary basis, although paid staff or professionals are emerging as a much needed and valued part of the leadership system.

The leadership system exists primarily to serve the participation system. Because of this, aspects of leadership development must be planned and implemented in a manner that best enhances and promotes quality sport participation.

The overall intention of Alberta Recreation and Parks with respect to leadership development is to ensure that a broad base of skilled leaders is available, on the widest scale possible, to adequately meet the sport participation needs of Albertans.

Sport participation is also an integral part of the broader recreation system, and a contributor to the broader social development system in the province. Within these two milieus, participation as a volunteer leader is viewed as a highly valued social activity, and as a meaningful recreation pursuit. Therefore, *the preservation of volunteerism in the sport leadership system is paramount.* Initiatives in the development of sport leadership need to be designed to meet the prime requirement of supporting sport participation, but without jeopardizing volunteerism.

Alberta Recreation and Parks will encourage and promote approaches to leadership development which are directed toward best serving sport participants, while maintaining volunteer leaders as a key component.

2.1 A HIGH PRIORITY FOR LEADERSHIP

The importance of leadership is too frequently recognized only at the philosophical level; it is often given a low priority at the implementation stage. Visible components of the sport system, such as facilities, travel and major sporting events, often consume the lion's share of most sport agency's resources. As demand for sport participation continues to increase, a strong commitment to leadership development is needed.

Alberta Recreation and Parks recognizes that leadership is critical to sport development in Alberta, and will allocate adequate human, financial and technical resources to maintain leadership development as a priority area.

As well, the Department will encourage sport organizations and other agencies involved in Alberta's sport development to place a greater emphasis on leadership.

2.2 PLANNING FOR LEADERSHIP DEVELOPMENT — AN INTEGRATED CO-ORDINATED APPROACH

In the past, sport leadership development programs have generally been given inadequate priority and emphasis as a component of the sport system. Leadership development programs have frequently been tied to special events such as the Olympic and Commonwealth Games. Generally little effort has been made to work toward long term strategies or continuous development programs for both individual sports and overall sport leadership. Although the National Coaching Certification Program is one exception, even this leadership program is largely restricted to the development of coaches.

The many existing leadership programs in Alberta are aimed at serving particular aspects of sport. They are offered or sponsored by a variety of agencies at all levels, with little attention to co-ordination. As participation increases along with the number of sport service agencies, there is a need to plan for sport leadership and to integrate the wide array of programs moving toward a co-ordinated system that will better serve sport participants in Alberta.

Alberta Recreation and Parks will encourage an integrated and co-ordinated approach to the planning and development of sport leadership in Alberta.

Leadership development should be planned in conjunction with all other aspects of sport, and based on a comprehensive assessment of needs. To achieve this, the Department will encourage provincial sport associations to plan for all leadership development needs related to their sport, and to incorporate leadership components in the preparation of game plans, association development plans and other related plans. Planning of this nature should consider local and national impacts and relationships.

The Department will be responsible for assessing the overall sport leadership needs at the provincial level, based on sport-specific input from each provincial sport association.

Sport leadership planning should be related to broader recreation planning. *Alberta Recreation and Parks will encourage municipalities to incorporate sport leadership components in community recreation planning.*

In turn, *Alberta Recreation and Parks will foster the development of a provincial leadership strategy for recreation that will include sport leadership needs.*

To further assist an integrated approach to leadership development, *Alberta Recreation and Parks will support the emergence of organizations representing specific groups of sport leaders, provided that such organizations are affiliated with other agencies at all levels.* These associations would in turn assume responsibilities for leadership development planning in conjunction with provincial sport associations and the Department.

2.3 TOWARD AN ADEQUATE SUPPLY AND BALANCED DISTRIBUTION OF SPORT LEADERS

One of the most frequently reported problems with respect to leadership development in Alberta is the deficiency of leaders in many areas and levels of the sport system. Qualified leaders are not often available to rural Albertans or to groups with special needs.

Alberta Recreation and Parks will strive to ensure an adequate supply and balanced distribution of sport leaders in Alberta.

It is necessary to develop an adequate base of paid and volunteer leaders at both technical and support levels. While the responsibility for attracting and recruiting leaders rests primarily with sport agencies, assistance and support should be encouraged from a variety or organizations. *The Department will assist with leadership recruitment through the provision of consultative and technical services.*

The private and commercial sectors can play an active role through adopting policies and procedures which recognize the value of contributing to sport development as a leader.

Alberta Recreation and Parks will encourage private sector involvement in the promotion and support of leaders in sport.

Such involvement would complement existing private sector contributions directed to sport participants. Support could range from sponsorship of coaches, to providing time off with pay to employees active as volunteer leaders.

Attracting New Leaders — Professionals and Volunteers

While it is recognized that the volunteer is essential to the sport community, a definite need exists to recognize the professional leader as a valuable component of the leadership system. Paid full-time staff are necessary in a number of areas to adequately serve sport participants.

Alberta Recreation and Parks will encourage and support the development of an adequate supply of professional leaders working in sport in Alberta.

More specifically, *where appropriate, the Department will provide assistance to provincial sport associations for the hiring of professional staff.* The specific type of expertise required and actual hiring will be the direct responsibility of each association.

As well, *where appropriate, municipalities will be encouraged to hire professional sport leaders.*

At the same time, policies are needed to increase the attention and the support professional staff can give to attracting volunteer leaders. There has been a decline in the number of people willing to volunteer. This decline is due to many factors, one of which is rapid urban growth and a resultant loss of a sense of community feeling.

Alberta Recreation and Parks will actively pursue programs and strategies to attract volunteer leaders.

These programs and strategies will promote and strengthen the value of volunteer leadership as an important and useful societal function.

Alberta Recreation and Parks will develop initiatives designed to make the public aware of the value of volunteer involvement.

Retaining Leaders
In addition to attracting new leaders, keeping current leaders actively involved is equally important. The reasons people remain involved as leaders vary, but the underlying factor is the satisfaction of the experience. When volunteers feel overworked, frustrated and unappreciated, they tend to quit. While professional leaders may be in part economically motivated, they are usually involved in sport for the satisfaction of the experience.

Alberta Recreation and Parks will support the development of strategies aimed at retaining currently active sport leaders.

Recognition of the contribution made by sport leaders is important, particularly in the case of volunteers. *Alberta Recreation and Parks will work co-operatively with the sport community to ensure that recognition is given to deserving sport leaders.*

Balancing the Distribution of Leaders
In many aspects of sport development, certain social groups and geographic areas face problems in meeting their sport needs. For example, many smaller communities in rural Alberta, especially isolated centres serving extensive territories, have shortages of sport leaders.

Unless specifically designed initiatives are applied, these disparities will continue to persist. *Alberta Recreation and Parks will endeavor to provide special assistance to increase the availability of sport leaders within special groups or geographic areas of the province where a need has been adequately identified.*

In addition, where appropriate *the Department will encourage smaller communities to adopt approaches to leadership development on a regional basis.*

The distribution of leaders between mass participants and developing participants is difficult to assess due to the interrelationship of the two broad types of participation. However, there tends to be a concentration on the leadership needs of higher calibre participants.

Alberta Recreation and Parks maintains that the number and focus of sport leaders should be equitably distributed across the participation system.

2.4 THE NEED FOR QUALITY LEADERSHIP — SKILLED LEADERS AND STANDARDS

While the quantity or overall supply of leaders is and will remain an important consideration, the more critical need is for guaranteed high quality leadership.

Technology, media and international pressure have led to a demand for higher skill levels of athletes. It follows that a higher degree of competence is required from technical leaders at earlier participation levels. Adequately prepared leaders are needed who have had a broad exposure to the most up-to-date techniques and training in a wide range of skill areas.

As well, the sport system is becoming more complex at all levels, creating increased pressure on volunteer leaders in the area of management and administration. The traditional "kitchen table" administration of sport is rapidly becoming more sophisticated.

Alternatives must therefore be sought which, while effectively moving toward a high quality of leadership, include volunteer involvement.

Alberta Recreation and Parks will encourage and support the development of a high quality of sport leadership for the volunteer and professional.

More Emphasis on Leadership Training
Early leadership training initiatives were largely informal, with active groups in the community getting together and sharing ideas. Formal leadership training programs developed with funding from various levels of government, the most notable being the National Coaching Certification Program. Emphasis on leadership training is required to ensure ongoing development and implementation of such programs.

Alberta Recreation and Parks will encourage appropriate sport organizations and agencies to emphasize formal leadership training.

Training designed to support volunteers, particularly, has been overlooked by many agencies. Often, board members and committee workers lack basic skills for effectively carrying out a wide range of tasks.

Alberta Recreation and Parks will encourage organizations to provide ongoing programs on training for volunteers as part of their leadership development program.

Increased Availability of Leadership Training Opportunities
Sufficient training opportunities for both volunteers and professionals at all levels must be available if

quality leadership is to be developed and maintained.

Alberta Recreation and Parks will strive to ensure that adequate leadership training programs and opportunities are available to improve the expertise and skills of a broad range of sport leaders.

Providing opportunities for leadership training need not be the sole responsibility of sport organizations. Given the range of services that need to be provided by any one agency, options should be encouraged that combine efforts with other organizations in common areas related to leadership training.

Alberta Recreation and Parks will promote and assist sport organizations to co-operatively develop and provide leadership training where appropriate.

Other sectors of the sport system possess the administrative infrastructures that can be easily used to provide such opportunities.

Alberta Recreation and Parks will encourage post secondary education authorities to work in close co-operation with sport agencies to provide recognized leadership training programs, within the school curricula.

Another approach to provide opportunities for leadership training is through scholarship programs which help leaders to take advantage of existing leadership development programs in Alberta and elsewhere.

Alberta Recreation and Parks will promote and support the development of scholarship and other specialized assistance programs designed to provide the opportunity for leadership training to sport leaders.

Broad Scope of Leadership Training Programs
Training programs have traditionally focussed primarily on technical aspects through sport-specific skill development clinics. Recent programs have been broader in scope, encompassing a wider variety of topics with some emphasis on theory and philosophy.

Alberta Recreation and Parks will support and promote the development of leadership training programs covering theory as well as technical and skill development.

To this end, assistance will be provided to provincial sport associations for planning and implementing training programs in their sport for coaching, officiating, administration, and sport sciences.

More specifically, the Department will continue to support the National Coaching Certification Program as a means to providing training opportunities for coaches in Alberta. Other organizations and agencies will be encouraged to develop additional components of this program.

High Quality Leadership Development Programs
The quality of leaders is closely related to the quality of leadership development programs. Both in turn are highly dependent upon the calibre of professionals in the sport field and their skills in the broad area of leadership development.

Alberta Recreation and Parks will encourage and promote the hiring of sport professionals with adequate qualifications and training in leadership development.

Alberta Recreation and Parks will work with post secondary education authorities to ensure curriculum development in sport leadership.

Quality Control — Standards and Certification
The need to establish minimum standards and certification for sport leaders at various levels is an important consideration for ensuring quality within the sport leadership system. Such mechanisms strive to ensure that leaders have adequate and appropriate skills for the function performed.

This topic has been a long-standing issue in sport leadership. While many of the concerns revolve around implementation problems, such as administration and cost, the more critical questions are philosophical in nature. Implementing leadership standards and certification programs could create animosity among current leaders who have contributed in the past without being certified.

Alternatively, the need for standards and certification arises from a recognition that quality leaders are required not only at top calibre competitive levels but also at early stages of sport involvement.

Many people feel that participants deserve a level of leadership that guarantees a quality recreation experience. Standards and certification are promoted as a form of "consumer protection" on the one hand, protecting participants against inadequate instruction or poor officiating; and good "investment protection" on the other, assisting the success of athletes.

Alberta Recreation and Parks supports and promotes the development of a system of minimum standards

and certification for sport leaders that is closely linked to an ongoing process of leadership training and development.

2.5 THE PROFESSIONAL AND THE VOLUNTEER LEADER — AN EMERGING PARTNERSHIP

Throughout this statement on leadership development, many references are made to the importance of recognizing the volunteer as a key element of the leadership system in Alberta. At the same time, the growing need for professional leaders is reflected in the policies.

On the surface these two thrusts may appear somewhat contradictory; the perceived relationship however is one that is based on a fundamental tenet of this sport policy — *partnership.* Because of the emerging nature of this relationship and its potential contribution to sport development in Alberta, it is a partnership that will be carefully nurtured and supported by Alberta Recreation and Parks through special initiatives and by example to the sport community.

Perhaps one of the greatest changes in sport leadership has been the decline of volunteers in technical roles; most instructors are now paid, as are some officials and coaches. Sport facilities in many communities are operated by at least part-time paid staff. In some cases, and despite these changes, volunteers have maintained an active and direct role, especially in smaller centres and in rural areas of the province. For the most part, however, volunteers now spend much of their time raising funds, organizing, administering, and advising other agencies.

Organizing and administering are the two roles most likely to be affected by a policy that encourages the hiring of paid staff at the provincial association level. Care must be taken to ensure that professionals in these roles do not become responsible for policy-making, either by default or by design. Policy making must continue to be a major function of the volunteer.

Alberta Recreation and Parks recognizes that the role of the professional sport leader is to support and reinforce the efforts of the volunteer. Overall, the encouragement of paid positions should be viewed as an initiative to improve the effectiveness of the volunteer system, not replace it.

It is incumbent upon Alberta Recreation and Parks to anticipate potential difficulties that may arise with greater numbers of paid professional sport leaders, and to take steps to reduce the possibility of negative outcomes. For example, experienced and highly committed volunteers sometimes have difficulty working with newly arrived professionals who have the necessary skills and training, but little first-hand experience. Alternatively, some professionals have acknowledged their own frustration when working with volunteers.

An atmosphere of mutual respect must be cultivated and maintained between professionals and volunteers. To achieve this, strategies may include; the provision of specialized training programs for professionals on volunteer leadership development; increased consultative services to voluntary agencies on selection and hiring of professionals; development of job descriptions and work planning.

Furthermore, the Department has a responsibility to provide a working example of effective relationships by ensuring that its procedures, programs, and staff support the development of a co-operative partnership with volunteers.

Alberta Recreation and Parks recognizes that the volunteer sport leadership system is affected by government action and will strive to ensure that its procedures, programs and services foster individual responsibility and initiative, and facilitate maximum participation by volunteers.

The Department is also committed to a planning process that incorporates the ongoing involvement of volunteers in the development of its programs and services.

Alberta Recreation and Parks will encourage volunteer involvement in the planning, development and evaluation of Department programs and policies related to sport.

To further ensure that staff and volunteer sport leaders work effectively together, Alberta Recreation and Parks will ensure that departmental staff have adequate skills and training to work with volunteer leaders and agencies.

3. GENERAL POLICIES ON FACILITY DEVELOPMENT

The availability of appropriate facilities is fundamental to the development of sport in Alberta. Facility requirements vary greatly with the level and type of involvement. However, in all cases there must be some kind of space or structure to accommodate sport participation.

When sport was the domain of the wealthy few, the facilities needed to support their interests could be provided from personal resources. Members of other social groups interested in participating made do with the local sand lot or frozen pond. As interest in

sport grew, groups of individuals often banded together to satisfy their needs for a facility. Mass participation and increased involvement in high performance sport shifted the major responsibility for facility development to the public sector, where pooled resources through taxes could more realistically provide facilities for the general population.

The overall intention of Alberta Recreation and Parks with respect to facility development is to ensure that quality sport facilities are available on the widest scale possible for all levels of participation. Furthermore, sport facilities should be planned and operated in the most effective and efficient manner.

As expectations for sport continue to increase, the pressure on tax dollars to satisfy other public services is also growing. There is an obvious problem of supply and demand. The solutions must include the adoption of new attitudes and approaches to facility development.

3.1 WANTED: A PLANNED APPROACH TO FACILITY DEVELOPMENT

For a number of reasons, the historical approach to facility development is no longer adequate. Agencies cannot continue to provide facilities simply based on the tradition of having done so before, while adding new services in an ad hoc manner whenever the apparent demand arises. More diverse and discriminating demands, rising construction and operating costs, and a wider range of organizations in the sport facility business suggest that a more planned approach to facility development at all levels is essential.

A System for Sport Facility Development

The overall planning of sport facilities in Alberta is complicated by the large number of public and private agencies involved in facility provision and operation. Many of these organizations overlap considerably in the roles they play and, in some instances, compete for the same facility users.

A more co-ordinated and co-operative approach to the development and planning of sport facilities and clearer understanding of the role of each agency is required. To accomplish this, an overall system for sport facility development in the province should be defined.

The sport facility system would identify the various levels and types of facilities required; the major roles and responsibilities of all involved agencies; the mechanisms for co-ordinating facility planning and development; and the relationships required among agencies to promote co-operative and collaborative efforts. The system would provide a framework for future decision-making and evaluation related to Departmental support programs for facility development.

Alberta Recreation and Parks will work with appropriate agencies to plan, co-ordinate and monitor the ongoing development of a sport facility system for Alberta.

As part of this initiative, the Department will maintain and co-ordinate a provincial inventory detailing the number and distribution of sport facilities in Alberta, including public, private, and commercial facilities. As well, an assessment and analysis of facility needs of sports participants will be necessary. To achieve this, Alberta Recreation and Parks will rely on municipalities and other sport agencies to maintain their facility inventories and needs asessments specific to their areas of service for input at the provincial level.

To ensure that increased attention is given to facility planning, *Alberta Recreation and Parks will encourage agencies to complete feasibility studies for all types of sport facilities, especially those receiving departmental assistance.* These feasibility studies should take into account all aspects of facility development, including land acquisition, design, construction, and operation over a long-term period.

In addition, *the Department will continue to promote comprehensive community recreation planning as the basis for local sport facility development.* Emphasis will be placed on improving departmental resources and skills for assisting local authorities with recreation master planning. Future master planning exercises will have to be improved and encompass all those organizations within a local jurisdiction which provide facilities, as well as regional and provincial agencies which affect them.

Alberta Recreation and Parks will encourage various local authorities involved in facility provision to co-operatively assess and undertake long-range planning for sport development within their jurisdictions.

In order to achieve a co-ordinated, planned approach to facility development at the local level, it is essential that all levels of government be consistent in providing support and direction to local authorities.

Alberta Recreation and Parks will encourage a consistent approach in assisting local authorities with future planning and development of sport facilities.

3.2 TOWARD AN ADEQUATE SUPPLY OF FACILITIES

Increasing demands for participation opportunities by a wider range of Albertans will no doubt place more pressure on existing sport facilities in the future. Recognizing this, *Alberta Recreation and Parks will continue to assist and support the development of an adequate supply of sport facilities.*

As involvement in sport has evolved to become more demanding and sophisticated, so too has the perception of what is necessary in the way of sport facilities. The assumption that supplying adequate facilities means new construction will be increasingly challenged. Approaches that expand opportunities without new public facility development should be encouraged.

Alberta Recreation and Parks encourages agencies to make maximum use of present sport facilities. New construction should occur only after all existing facilities have been fully utilized.

Facilities for Mass Participation

In most communities, sport facilities exist as part of the general recreation system.

Alberta Recreation and Parks recognizes the municipality as the primary agency responsible for the provision of community sport facilities, and will channel support through this authority. The Department recommends that all other government agencies adopt this approach.

The Department encourages municipalities to work co-operatively with other local agencies to ensure that the sport facility needs of the community are met. To further assist municipalities, *Alberta Recreation and Parks will work with other provincial government agencies to promote initiatives designed to increase the availability of facilities for community sport use.*

Particular attention should be given to education authorities and the commercial sector.

Alberta Recreation and Parks will support and encourage private and commercial sector involvement in the development of sport facilities.

For example, business and industry could provide sport facilities for their employees, and developers could contribute more directly to the construction and development of sport facilities in residential and commercial areas.

Another major supplier of sport facilities in most Alberta communities is the local school system, at primary, secondary and post-secondary levels. Physical education facilities in schools can provide opportunities for both students and the general public.

Community school development and community use of schools are supported by Alberta Recreation and Parks as important means for increasing the supply of sport facilities.

Training Facilities for Developing Participants

The development of adequate facilities for training the developing participant goes beyond the scope of most agencies providing general community-oriented facilities. Developing participants, especially those of provincial or national level calibre, require specialized and often costly facilities.

Alberta Recreation and Parks will take an active role in ensuring that adequate sport facilities are available for the training needs of developing participants.

In some cases this may require new facility construction but, with rising costs of capital development, alternatives must be considered. Efforts to provide facilities for developing participants will be channelled toward making the fullest use of existing facilities. Within this context, some expansion of existing facilities may be desirable. Serious consideration will also be given to co-operative efforts with other provincial governments and the Federal Government.

As a first step toward improving the availability of these types of facilities, Alberta Recreation and Parks, in co-operation with the appropriate sport agencies, will undertake a comprehensive review of sport training and competition needs to identify facility requirements and possible development alternatives.

For basic training needs of athletes of local and regional calibre, Alberta Recreation and Parks will promote sport facility development and uses that accommodate a balance between mass participants and developing participants. Municipalities and education authorities will be encouraged to provide the developing participant with increased accessibility to existing facilities. Where additional costs are incurred as a result of expanded use, these should be shared by the participant, local sport clubs and facility owners.

For training facility needs of athletes of provincial and national calibre, Alberta Recreation and Parks will provide assistance to provincial sport associations to offset the costs of accessing

existing facilities for training purposes. Athletes should consider using the total range of existing facilities, including those belonging to private and commercial organizations, universities, colleges, schools, and institutions.

Facilities for Competition — Legacy or Liability?
In the past decade, as more people have become involved in sport the number of competitive games has increased. A common theme in the promotion of staging these events is that new or upgraded facilities provide a legacy of structures for the community's future use. The question arises; Is such a legacy a benefit or a liability?

A facility legacy has some appeal, particularly to a community which has limited facilities. However, facilities constructed to accommodate competitions are of a highly specialized nature, capable of satisfying the needs of only a small minority of the general public.

Despite this, the public must pay for their development and, more importantly, carry the costs of their operation in the future.

Alberta Recreation and Parks considers that games facilities should be designed to meet greater community needs, not only the requirements of a single competition or sport event.

Alberta Recreation and Parks plays a major role both in the promotion and support of games at various levels of competition. To ensure that facilities developed for a games event remain economically viable to operate, *the Department will require that feasibility studies for games facilities be completed prior to promoting and funding such facilities.*

In cases where games facilities have been assessed as beyond the operating capability of the community, but are considered necessary by Alberta Recreation and Parks, special operating assistance will be considered.

Where facilities are required solely or primarily for professional sports, Alberta Recreation and Parks will relate its support to an assessment of the contribution the facilities will ultimately make to the long-term development of sport in the province generally, and to sport development in the community concerned.

3.3 EFFICIENT FACILITY DEVELOPMENT AND OPERATION

Costs of energy and manpower, combined with more sophisticated and expensive facilities, are creating an urgent need for more attention to the efficiency of facilities. Concern for rising costs has resulted in continued pressure from agencies for increased provincial government support for the operation of recreation facilities. Any assistance in this regard must be directed to improving efficiency in both the development and the operation of facilities.

Alberta Recreation and Parks will encourage and support efficiency in development and operation of sport facilities.

An important factor in achieving maximum efficiency is multiple use of facilities. With respect to sport facilities, multiple use can involve a variety of combinations: Integration of other community services such as libraries, stores or schools; accommodation of both highly competitive and recreational levels of activity; inclusion of support services for sport, such as administrative offices, resource centres and sport medicine clinics.

Alberta Recreation and Parks will promote and encourage the multiple use concept in all sport facilities.

Technology is creating significant new opportunities for innovation in the development of facilities. New materials, better mechanical systems, and innovative use of electronics can create more attractive, better equipped and more cost-efficient sport facilities.

Most organizations involved in facility development and operation tend to opt for the tried and true approach rather than implementing new ideas. The private sector, for example, is reluctant to risk the potential failure of an untried idea where an insufficient profit may result. Local governments are often restricted by limited tax dollars. Therefore, new technology or innovation in design is introduced at a very slow rate. This means many opportunities for the development of better facilities may be lost.

In order to overcome this problem, resources must be made available for pilot projects and for research on the use of new technology in sport facilities. Information can be disseminated on proven ideas without the risk of financial loss to other organizations.

Alberta Recreation and Parks will encourage and support research, experimentation, and pilot projects on innovative approaches aimed at improving sport facility efficiency and effectiveness. In conjunction with this, the Department will continue to disseminate information in this area.

Another approach which can help achieve more

efficient facility development, is to move away from costly facilities to those which can be produced at a lower cost. Generally, outdoor sport facilities, such as trails, can offer the same levels of satisfaction as large structures, at less cost. Facilities of this nature can be distributed throughout the province at a relatively lower cost than many other kinds of facilities.

The Department will provide encouragement and support to organizations for developing less sophisticated and less costly sport facilities.

In the light of the need for efficiency, regional sport facility development deserves attention. Through co-operative sharing of facilities, a greater range of opportunities can be made available. This is particularly relevant in rural areas. While regionalization of facilities requires the sacrifice of some local identity, the benefit to a greater number of users must be taken into account. Where the economic potential for a community to provide adequate sport facilities on its own does not exist, regional development should be considered.

Alberta Recreaton and Parks promotes regional co-operation in relation to sport facility development.

Past sport facility development in the province has occurred largely with limited regard for operational efficiency. This has produced a number of facilities that are extremely costly to operate.

In some cases, changes can be made to existing facilities to improve their operation. Where this is feasible, *Alberta Recreation and Parks will endeavor to provide assistance for upgrading existing sport facilities to help reduce long-term operating deficits through improved efficiency.*

3.4 THE NEED FOR QUALITY — TOWARD RESPONSIVE, PEOPLE-CENTRED FACILITIES

Sport facilities, like all recreation facilities, should be developed primarily for the enjoyment of people. However, in many cases, the needs of the user are overlooked or under-emphasized in the development process. Facilities are often planned, designed, and constructed with little regard for the total range of requirements of potential users. The result is underused facilities, unseen barriers and unmet needs.

To avoid such problems and ensure more responsive facilities, *Alberta Recreation and Parks will encourage the development of sport facilities that are responsive to participant needs for safe and quality sport experiences. Early and ongoing consultation with all appropriate users will be promoted in the planning and development of sport facilities.*

This implies for example, that input from athletes, coaches and trainers will be considered in the planning and design of specialized training facilities, as well as in community sport facilities that will be used for training purposes.

In addition, the needs of certain groups warrant particular attention because they have been traditionally overlooked due to their relatively low levels of sport participation. It is becoming increasingly evident that this low demand has perhaps been a problem of inaccessibility to facilities.

Alberta Recreation and Parks will endeavor to ensure that equal opportunity and accessibility regardless of age, sex, race, creed, and ability be a requirement of all public sport facilities.

Special attention to the needs of such groups as the elderly, the very young, and the disabled is necessary in the design and operation of sport facilities. Considerations should include facility adaptations such as modified playing areas for children and ramps for wheelchair access. Separate washrooms and shower areas for both sexes is also an important consideration. The availability of adequate day care within or nearby the facility is also a critical need for parents with young children.

Safety must also be recognized as an area of concern in facility development. *Adherence to established building codes in all public sport facilities will remain a requirement. Alberta Recreation and Parks will work with appropriate agencies to continually evaluate and modify safety standards for sport facilities as required.*

4. GENERAL POLICIES ON SPORT ADMINISTRATION

The term sport administration is used to describe those activities required to support and manage the delivery of sport programs and services. Sport administration provides the context for the development of sport, encompasses the overall organization of the sport delivery system and ensures that agencies within the system have the capability to effectively plan and manage their activities. The sport administration function includes management, planning, organizational development, finance, and internal administrative support services.

The organization of the sport delivery system has been criticized as having weak relationships, inadequate resources, unclear role definitions and

responsibilities, resulting in a number of agencies with overlapping services and programs. These weaknesses have contributed to poor levels of communication, co-ordination and co-operation, and a waste of resources. At the same time the general administrative capability of some sport agencies has been described as inadequate and often haphazard.

There is a need to work toward optimum efficiency and effectiveness in the administration of the sport delivery system, and to assist sport agencies to achieve common objectives and agency goals. Improvements in sport administration will enable sport development in the province to move forward in a positive, dynamic and logical manner.

The overall intent of Alberta Recreation and Parks with respect to sport administration is to foster the effective and efficient administration of the delivery system, and to promote sound administration practices within sport agencies in Alberta.

In order to achieve this, the Department will encourage an integrated and effective approach to provincial sport administration and promote improved administrative capabilities within the sport delivery system.

A co-ordinated sport delivery system is needed in order to overcome the present fragmentation, conflicting philosophies, and duplication of programs and services. To achieve this, the functions and relationships of the various components in the sport delivery system must be clearly defined, monitored and evaluated.

Alberta Recreation and Parks will promote and support the development, implementation and evaluation of a co-ordinated system for sport administration.

As well, the Department will work with other sport agencies to collectively define and clarify roles and responsibilities.

4.1 TOWARD AN INTEGRATED AND EFFECTIVE APPROACH TO PROVINCIAL SPORT ADMINISTRATION

An important goal of the Department is to foster an integrated and effective approach to sport administration. In order to improve the present status of sport administration at the provincial level, it is important to recognize and ascertain the significance of current issues, problems and opportunities.

Alberta Recreation and Parks will strive to develop and implement strategies, processes, policies and programs that encourage the development of an integrated and co-ordinated sport administration system.

Processes for Integration — Communication and Co-operation

Communication and co-operation go hand in hand as the application of one process reacts with the other. Both are essential for improving the present administration of sport in Alberta. The Department will actively encourage open channels of communication and co-operation among those agencies that comprise the sport delivery system. One major method of doing so is through the regular forums, and conferences that facilitate the exchange of ideas, and mutual discussions of current issues and concerns.

Alberta Recreation and Parks will support interactive mechanisms such as forums and congresses, that encourage open channels of communication.

In addition, the Department encourages provincial sport associations to establish communication links among themselves, and with municipalities, school systems and local clubs in order to promote a co-operative environment for sport development at all levels, and to ultimately make more effective use of available resources.

Mechanisms to Facilitate a Co-ordinated Delivery System

In order to facilitate a co-ordinated delivery system it is essential to define the system, to clarify the functions and roles of its numerous partners, and to monitor and evaluate the operation of the system.

Alberta Recreation and Parks has the overall responsibility for co-ordinating sport administration at the provincial level.

The mechanisms to achieve co-ordination are, by working with other sport organizations: to define and clarify roles and functions; to provide ongoing evaluation and monitoring of the system; to support ongoing federal-provincial communication; to promote interaction between governments and sport associations. Also the Department will foster the development of strategies to facilitate co-ordination of sport at the regional and local levels.

In relation to role definition, it is important to stress that this Department recognizes that the municipality is the primary agency responsible for sport co-ordination at the local level.

General Sport Planning: A Means of Co-ordination
The need for proper planning procedures is clearly evident as sport agencies at all levels seek to effectively develop, implement, and co-ordinate new and more complex programs and services. Proper planning procedures are essential to effectively co-ordinate the overall sport delivery system, and to enable sport agencies to effectively respond to the needs of the sport community.

To facilitate the use of improved planning techniques, this Department will co-operate with other agencies to encourage ongoing planning of the provincial sport delivery system. In addition, the Department will monitor and evaluate the effectiveness of the system and, in co-operation with other agencies, will develop plans and strategies accordingly.

Alberta Recreation and Parks will co-operate in developing comprehensive provincial sport development objectives and plans.

Alberta Recreation and Parks will attempt to remove fragmentation and duplication of responsibility for sport planning functions at the provincial level.

Effective planning is dependent upon the willingness of all agencies in the sport delivery system to develop a commitment to planning and to undertake joint planning for mutual benefit. To this end, *Alberta Recreation and Parks will encourage regional co-operation in planning endeavours where appropriate and desirable.* As well, the Department encourages municipalities, provincial sport associations and others to co-operate on appropriate program planning projects.

4.2 THE NEED FOR WELL-DEVELOPED ADMINISTRATIVE CAPABILITY WITHIN THE SPORT DELIVERY SYSTEM

In this age of increasing technological specialization and social complexity, greater demands are made on sport agencies for more or improved programs and services. Hence, the burden placed upon general administration and administrators continues to increase. It is an accepted fact that many organizations do not have the time, money, expertise, or human resources to improve their administrative expertise. More specifically, the high burnout rate for volunteer administrators and inadequate administrative practices and procedures continue to be problems.

In summary, the need for more qualified sport administrators is apparent. Also the need to encourage improved program administration, accounting, management and monitoring processes is increasing, especially among sport agencies that receive public funding.

Alberta Recreation and Parks will promote the development of an effective administrative capability within the sport delivery system and will encourage sport organizations to conduct their administrative affairs at the highest professional standards.

In order to achieve the goal of well-developed administrative capabilities within sport delivery agencies, a number of issues should be resolved. Such issues include generic sport development, administrative support services, sport management and effective leadership, and organizational development.

Generic Sport Development

All functions related to a particular sport should be administered in a co-ordinated and co-operative manner. One method to achieve this is to integrate all aspects of a single sport under one umbrella provincial association. For example, the Alberta Basketball Association would include women's, men's and wheelchair basketball. All age groups at all participation levels would be included. Coaching, officiating, leadership, planning and finance would be administered by the umbrella sport association.

In certain sports, however, such an extensive organization may neither be feasible nor warranted. Administrative co-ordination can still be accomplished through improved communication, joint projects, discussion of common concerns and exchange of information.

Alberta Recreation and Parks will foster the development of umbrella sport associations within the sport delivery system wherever appropriate.

Administrative Support Services: A Basic Need
Administrative support services are essential to the efficient operation of any organization and include such items as office space, typing, printing, mail and accounting services. Often these services consume a significant proportion of an agency's resources. It is also becoming increasingly difficult for many agencies to effectively administer their services and programs.

To decrease these problems, *the Department will ensure that adequate support services are available to assist the administrative needs of sport agencies.* The Department recognizes the need to improve and expand the administrative support services that it presently provides to provincial sport associations.

Sport Management and Effective Leadership
In addition to improving administrative support services, it is necessary to encourage the development of administrative expertise of leaders within sport associations. This Department encourages in-service training of volunteer and professional sport administrators, and access to specialized technical resources.

Alberta Recreation and Parks will support the hiring of professional sport administrators, as required.

It must be stressed that volunteer administrators are an important and essential component of the sport administration system. Quality volunteer and professional involvement in sport administration must be encouraged and supported.

Alberta Recreation and Parks will promote the development of programs to increase the numbers, skills and expertise of volunteer and paid administrators who are active in the sport delivery system.

Organizational Development
Improving the organizational development of agencies involved in the delivery of sport services will generally improve administrative capabilities within the sport system. Currently, many agencies at the provincial and local level do not have adequate access to expertise to evaluate and create effective management and organizational systems. In the longer term, organizational development programs will be critical to the effective operation of the sport delivery system. In addition, organizational development processes also encourage sport agencies to develop and implement a greater commitment to sound planning and administrative practices.

Alberta Recreation and Parks will promote organizational development workshops, seminars and courses designed to enhance the administrative capabilities of all agencies within the sport delivery system.

4.3 WANTED: A BROAD AND DIVERSE FINANCIAL BASE

Wherever modern sport systems have been developed, government financial assistance to sport associations has become an integral part of the overall support structure for sport development programs. This situation has arisen because the scale of sports provision necessary in a modern society has become too complex for some volunteer executive committees to administer. In addition, the financial requirements necessary for the expansion of sport are beyond the means of most sport organizations. Alberta Recreation and Parks has a legitimate and moral responsibility to provide funds for sport. *Public funds should, therefore, continue to be available for supporting and encouraging sport development in the province.*

The allocation of public funds should reflect planned spending. The Department will allocate public funds based upon decisions which relate the anticipated net effects of proposed sport development programs to current priorities for provincial sport development, to the objectives and needs of the associations, and to the long-term social and economic objectives of Alberta. In effect, the underlying principle governing the allocation of public funds is that the Department's legal and social responsibility to Albertans is to be accountable for public funds designated for sport development.

Alberta Recreation and Parks will encourage sport development elements that reflect long-range investments in human, social and economic terms.

A Sport Financing Partnership
The acceptance of sport as an important element in the lives of Albertans will assist in obtaining the broad and diverse financial base required to meet sport development objectives. Based on this premise, it is submitted that a partnership must exist concerning the financing of sport. The actors forming this partnership are the various levels of government, the private sector through corporate contributions, the user participant, and the general public of the province. The need for this partnership arises from the realization that no one funding body or sector alone can meet the future financial requirements for sport. A strong and co-ordinated commitment will be required from all interested parties to achieve the sport development objectives.

Alberta Recreation and Parks will actively encourage various levels of government and the private sector to co-operate in the overall financing of sport development.

Public Taxation
As recognized throughout this report, sport development contributes directly to the social and economic fabric of Alberta. A withdrawal of public funds could lead to the disappearance of the sport delivery system, and place restrictions on the individual's capability for development, self-expression and overall well being. The answer to such a possibility is a guaranteed level of funding, best provided through public taxation.

Alberta Recreation and Parks will strive to ensure that the sport system has sufficient access to public tax dollars for the provision of sport services.

Lottery Funds and their Disbursements
Lottery funds disbursed to the Alberta sport community should be treated as developmental monies aimed at selected areas of the sport system. It is essential that an element of stability be introduced into the sport funding system. A long-term commitment of lottery funds is important for the steady planned growth of sport in Alberta. However, lottery funds should not duplicate other funding mechanisms; nor should sport associations rely heavily on the availability of lottery funds for planned growth.

Alberta Recreation and Parks recognizes that it must strive to ensure that an adequate portion of available lottery funds is directed to sport development.

Alberta Recreation and Parks will ensure that mechanisms exist for the planned disbursement of lottery funds to sport associations and other agencies and, will monitor their subsequent use.

Corporate Sector Contributions
Although the capacity of the business sector to contribute toward sport development in Alberta is extensive, corporations must be convinced that there is potential for returns on their financial support to sport. Consequently, the Department recognizes the need for the preparation of an information program which explains the relationship, the impacts, and the benefits that corporate contributions can have on sport development, and the return on investments.

Alberta Recreation and Parks will encourage the preparation of an information program by the sport community which will outline the impact that corporations can have on sport development, and the returns available from their financial contributions.

Acquiring corporate funding is significantly different from raising funds at the community level. Local fund raising initiatives by sport associations should be encouraged as these funding sources are particularly important to clubs and leagues. The importance of local fund raising endeavors lies not only in the potential financial contributions, but also in other areas such as public relations and organizational cohesiveness.

Alberta Recreation and Parks will support the sport community in its efforts to encourage the private sector to contribute to sport development at the local level.

User Finance
Sport participants must accept some responsibility for the cost of their participation. With increasing economic restraint impacting upon all public and private sectors, there will in all likelihood be an increased expectation on the part of the individual sport participant to pay more for sport development opportunities.

It is essential that all major actors in the sport delivery system attempt to keep individual participant costs to a level that does not discourage sport participation. The concept of user pay infers that public and private sector coffers are not bottomless.

Alberta Recreation and Parks supports the user pay concept which encourages participants to financially contribute to the costs of programs.

Within this directive, however, *the Department will strive to ensure that individuals' opportunities for participation are not significantly reduced due to costs.*

4.4 PROVISION OF SPORT DEVELOPMENT FUNDS

Currently, financial support to provincial sport agencies is predicated on the sharing of overall financial responsibility by the sport agencies and their clientele, and the Department. In all cases, assistance granted: is subject to funds available in annual estimates; is based on the needs and priorities of the agencies and the provincial sport development program; requires results-oriented program description; requires adequate performance reports, including audited financial statements.

Objectives of a Grants System
Simply stated, any grants system to be applied to provincial sport development must obviously reflect provincial sport development priorities. Funding support should match the needs of the sport community and, in essence, reflect planned spending.

The objectives of a grants system are perceived to be threefold:

1. To promote and encourage sport development by assisting various sport agencies, including provincial sport associations and local governments, to develop and expand sport programs and services at all levels.

2. To enable agencies to develop a high standard of professional and volunteer leadership in all areas of sport.

3. To assist associations to become financially viable.

In keeping with these objectives, the basic areas to which funding support may be directed include, as examples: administration, area and facility development and maintenance, human resources development (leadership), program development, planning and research, communications, competition/competitor development, and special development projects.

Alberta Recreation and Parks will promote a viable sport funding system based on the needs of the sport community in relation to priorities for provincial sport development.

A grants system must also work towards the development of a well co-ordinated funding structure. Sport associations must be cognizant of the funding sources which they are eligible to access. Since planning and funding are major mechanisms for developing sport in Alberta, funding agencies should have complementary views of the future of sport in Alberta. Otherwise, funds could be provided to sport associations to work towards opposing or divergent goals.

Alberta Recreation and Parks will support and encourage the development of a co-ordinated and complementary grants system for ongoing provincial sport development.

Realizing that financial resources for sport development are limited, optimum use must be made of funds that are available. An efficient administrative system will ultimately provide additional funds for use at the program level.

Alberta Recreation and Parks will strive to ensure that its sport funding system is characterized by improved administrative efficiency thus seeking to enhance the effectiveness of its financial assistance.

Base Level of Support and Special Areas of Need

The provincial government has a responsibility to ensure that opportunities to enhance the quality of life are based on a concept of non-discrimination and equitable distribution. Within the sports system, it is incumbent upon Alberta Recreation and Parks to ensure that citizens have equal access and opportunity to participate in sport activities of their choosing. To facilitate this, *Alberta Recreation and Parks will provide baseline support to sport agencies.*

These funds are to ensure that agencies continue to provide basic services to their clientele. While provision of baseline support is significant, it may not always reflect needs that are influenced by other social and/or economic conditions. Where these special needs occur, Alberta Recreation and Parks will consider means to assist beyond the baseline support normally available. This will be done after careful deliberation on the circumstances and conditions of such special needs.

Alberta Recreation and Parks will continue to develop its funding support according to a philosophy of contributing to the maintenance of baseline support and providing special assistance where deemed feasible.

A number of other provinces and countries providing financial assistance to individual sport associations have moved toward a system of block grants for development rather than grants for specific purposes. Such a system has much to commend it. It is compatible with the principle within this report, that the responsibility for the development of individual sports must rest with the provincial sport associations.

In the block grant system, associations are allowed greater opportunities to determine their own initiatives and priorities. While Alberta Recreation and Parks visualizes distinct advantages with a move in this direction, a period of transition and further study will be required. Generally *Alberta Recreation and Parks will view public expenditures as remaining conditional in nature in order to ensure maximum public benefit by directing resources to those areas of greatest need in sport.* Although funds will remain conditional, the approach will focus on global conditions as opposed to specific purpose conditions.

4.5 CONTINUITY AND ACCOUNTABILITY OF FUNDS

Continuing inflation, high interest rates, and fiscal restraint policies are affecting the amount of funds available for sport development. Consequently, there is a definite need for the actors within the sport system to consider alternative approaches to program and financial allocations, such as cost-benefit analysis.

Although the costs associated with program delivery are difficult to calculate, the planned and accrued benefits in economic terms is even more difficult to measure. However, it is becoming clear that efforts need to be directed toward developing methods of evaluation which objectively measures the effectiveness of various programs within the sport system. This is largely due to the public's demand for greater accountability of expenditures, and to the

increased competition from other public services for a greater share of a limited financial resource base. More importantly, the public through taxation, or the participant through payment of fees, has the right to the highest quality of service possible for every support dollar.

Alberta Recreation and Parks will co-operate in developing a model of social accountability which evaluates the costs and benefits of the total impact of sport development upon all aspects of society.

An avenue for increasing the effectiveness and efficiency of program delivery is to increase the research and planning efforts within program delivery. Research can assist in the definition of target groups, their needs, wants and interests. This information should not only provide the basis for program and financial planning, but also be of use in the development of a long-term organizational strategy. Within the sport system, these efforts would reduce the duplication of services and, in turn, provide optimum utilization of financial resources.

Alberta Recreation and Parks will encourage a greater use of marketing research and planning in order to foster a more efficient and effective use of public finances.

4.6 THE ECONOMICS OF SPORT

Within the past decade, several societal trends have emerged which have impacted positively upon the growth and development of sport in Alberta. It is increasingly apparent that these trends have significant implications for the economic growth and stability of not only the sport system, but of municipalities, regions, and the province. Trends such as the increase in sport participation; in the number of public, private and commercial sport facilities and opportunities; and in consumer expenditures related to sports equipment, clothing and fees/memberships, imply that there are direct and indirect economic benefits associated with sport.

Public demand and sport-related consumer expenditures not only provide a basis for the expansion, growth, and stability of sport facilities and opportunities, but also influence the growth and stability of related manufacturing and service industries. This, in turn, provides opportunities for employment and assists in the economic diversification of the manufacturing and service sectors of the sport industry. This benefits municipalities, regions and the province. In another economic area, participation in sport has often been considered an important factor in reducing medical costs.

Sport has significant implications for the tourist industry. Major facilities and sporting events such as the World University Games and the Winter Olympic Games are viable tourist attractions for people residing within and outside the province. The economic returns are not only related to the revenue generated directly from these attractions, but include the tourist expenditures on hotel accommodations, food and restaurant services, gifts and souvenirs, and travel. This can have a significant impact upon the economics of the host community and of Alberta generally.

The Department recognizes the significant contribution that sport can make toward the economic diversification, growth, and stability of municipalities, regions and the province.

Alberta Recreation and Parks will continue to support and encourage the growth and development of the sport industry to maximize its contributions to economic growth and diversification in Alberta.

Part Two
— Toward an Implementation Strategy

The second part of this report is concerned with the mechanisms and procedures required to implement the policy. Policy, as developed, establishes directions for sport development through statements of intent. To have programs and services result from policy statements, careful consideration toward an implementation strategy will be required.

There are two principle requirements for successful implementation of policy. The first is the clear delineation of roles and responsibilities of the major actors of the sport delivery system. The second requirement is the description of the ongoing process necessary for the identification and priorization of relevant sport programs and services — the establishment of a sport development strategy.

Role clarification ensures that responsibility for implementing the intent of specific policy statements becomes the responsibility of selected agencies in the sport system. With so many functions to be performed, well-defined roles will work toward eliminating overlapping jurisdictions and providing a comprehensive range of programs and services to the public. As well, role clarification contributes to the optimum use of human, physical and financial resources by beginning to identify a co-ordinated sport delivery system.

Preliminary identification of processes to develop specific programs will require the examination of mechanisms and methods to put this policy into effect. Priority areas of investment and a time frame for implementation of the programs and services that will be a direct outcome of this document must be identified.

The process sets the stage for identifying the appropriate steps which will follow this policy report. As well, a formal mechanism for regular review of this policy and its related programs will be necessary to provide ongoing direction for sport in Alberta.

Chapter Four
Toward A Clarification of Roles

Toward A Clarification of Roles

The sport delivery system in Alberta is comprised of a myriad of organizations, agencies, associations and institutions that are interrelated and interdependent. While recognizing this diversity of involvement and the need for improved co-ordination, it is important to recognize and understand that any role clarification exercise will have some degree of overlap. Role clarification will help to reduce overlap between and among agencies; however, there will never be perfect fits or ideal delineations of responsibility due to the nature of sport itself and the continually changing conditions that impact upon sport.

This chapter focuses on the major sport agencies that make up the Alberta sport system. The intent is not necessarily to be definitive, but rather to outline the functional areas of responsibility for each agency. The elements of dicussion, in some cases, are a status quo assessment; others reflect a refocussing of responsibilities; and others recommend totally new initiatives.

It is important to recognize that the clarification of roles of the major actors in the sport delivery system is an ongoing process requiring regular review and evaluation. As societal conditions evolve, the roles of the selected actors must also evolve to adequately respond to changing conditions. Structures must therefore exist for regular interagency discussion and interface to facilitate the refocussing of roles of selected agencies.

The role clarification for each major actor is discussed in the following order: Federal Government, Provincial Government, Municipal Government, Provincial Sport Associations (single sport), Provincial Sport Associations (multisport), Provincial Sport-Related Associations, Educational Institutions, the Private and Quasi-Public sectors, the Media, and the Individual and the General Public.*

*Recognition is given to the work done by the New Brunswick Task Force on Amateur Sport in this area of role clarification.

1. FEDERAL GOVERNMENT

The Federal Government's role in sport development has evolved over time to one that focusses primarily on the pursuit of high performance in sport. The federal role, as declared through Sport Canada of the Fitness and Amateur Sport Branch, is to assist, support, encourage, and promote high performance sport development.

The following basic premises act as cornerstones of the federal role in sport:

a. Sport Canada supports programs leading to the pursuit of excellence at national and international levels.

b. Sport Canada supports national sport associations whose mandate is to deliver amateur sport programs at national and international levels.

c. Sport Canada provides financial, technical, and administrative support to national sport agencies for funding, co-ordination, leadership, research and evaluation activities.

In relation to the Federal Government's role in sport Alberta Recreation and Parks:

a. Recognizes that the Federal Government has responsibilities for sport development nationally and internationally.

b. Advocates that the Federal Government is obligated to aid the Province of Alberta financially in implementing Federal Government sport programs and that this aid must be channelled through the Alberta Government.

c. Advocates that when the Federal Government or one of its agencies considers revising existing programs or developing new sport programs that affect Alberta, that the Alberta Government be consulted and participate in the planning and implementation stages.

d. Supports the establishment of permanent mechanisms (bilateral and multilateral) for ongoing liaison and discussion of policy and program matters in sport at the federal-provincial level, between ministers, deputy ministers, and appropriate councils and committees.

e. Advocates that the Federal Government recognize the right of the Province of Alberta to determine its own priorities.

f. Advocates that the Federal Government co-operate with the Province of Alberta in developing basic standards of sport development services within the scope of Alberta's objectives.

g. Advocates that Federal Government support must be flexible to permit the achievement of sport development objectives and priorities unique to Alberta.

h. Recognizes that the Federal Government should provide sufficient funds and support services to national sport associations and organizations.

i. Recognizes that the Federal Government has a responsibility for encouragement of, involvement in, and dissemination of sport research and research findings of national significance.

j. Recognizes that the Federal Government should provide services and programs to governing bodies of national sport associations and organizations for the betterment of technical programs.

k. Recognizes that the Federal Government should ensure that mechanisms exist that encourage better communication and co-operation among sport agencies at the national level.

l. Recognizes that the Federal Government should be responsible for ensuring that promotional and fund raising structures exist for all organizations at the national level.

The Federal Government has a significant role in sport development and improved federal-provincial co-operation and communication will be a necessary aspect of that role.

2. PROVINCIAL GOVERNMENT

The Provincial Government is a major actor in the Alberta sport system and is largely responsible for ensuring that adequate opportunities for sport participation are available and accessible to Alberta citizens. The Government of Alberta is responsible for ensuring that opportunities for participation are co-ordinated through encouragement of involvement by private and quasi-public agencies and associations.

Within this general responsibility the Provincial Government will ensure that an appropriate system of support services is provided to other levels of government, agencies, associations, and individual citizens.

The nature of sport and the government system suggest that several Alberta Government departments will be either directly or indirectly involved in sport development. Each department involved has recognized the significance of sport as a means of improving human, cultural and social development. It is important to recognize this multifaceted government system and to clarify the roles and responsibilities of each government department within the sport delivery system.

2.1 Alberta Recreation and Parks

Alberta Recreation and Parks views itself as having a major role in sport development in Alberta.

Within the Provincial Government, Alberta Recreation and Parks is the primary department responsible for sport. Alberta Recreation and Parks recognizes the significant contributions and important roles that are played by other provincial government departments in their sport related endeavours. In order to ensure that the efforts of all Alberta Government departments are complementary, Alberta Recreation and Parks encourages inter-departmental co-operation, communication and joint project involvement.

The major responsibilities of Alberta Recreation and Parks are to:

a. Provide financial assistance and professional consultative services primarily to: municipal governments, single and multisport provincial associations, the private and quasi-public sectors, educational institutions, and the citizens of Alberta. Financial and consultative services would be directed, but not limited to the following areas:
   — leadership development
   — facility development, operation and maintenance
   — pursuit of excellence including competition opportunities
   — provincial programs and services
   — sport administration and organizational development
   — mass participation opportunities
   — technical programs and services
   — sport sciences
   — sport marketing

b. Encourage, engage in, co-ordinate, and disseminate information on sport development in the province (including research, planning, program evaluation).

c. Foster development of a provincial leadership strategy in order to continue the involvement of volunteer and professional sport practitioners in the provision of sport services.

d. Assist in identifying and monitoring the sport development needs of Alberta citizens to ensure these are recognized in the development of sport services in Alberta.

e. In consultation with the sport community, assume the lead planning role for sport development in Alberta.

f. Develop appropriate organizational support systems for provincial sport associations, local governments, the private sector and individuals, toward improved sport development in Alberta.

g. Actively promote the concept of sport through relevant marketing strategies and assist in the development of programs of information, promotion, and motivation to establish public awareness of the values of sport.

h. Protect the health and safety of the participant.

i. Promote and support the concept of excellence in sport.

j. Co-ordinate policies and activities relating to the development of sport activities in the province with other provincial government departments, levels of government, and public and private agencies. This requires working with the various actors of the sport system to ensure that they are aware of the implications of their decisions with respect to overall sport development.

k. Assist in the development of a provincial sport facility system. This would include a variety of sport facilities in sufficient quantity, and so located, as to be available to all segments of Alberta's population.

l. Provide specific sport programs only where it is impractical for other agencies or associations to provide these programs.

m. Establish guidelines for the recognition of sport agencies eligible for departmental assistance.

n. Play a major role in the development and support of programs and services which encourage increased participation and emphasize the values, history and social impact of sport.

o. Represent the Province of Alberta regarding inter-provincial, federal/provincial and international matters related to sport.

p. Acquire, develop and manage land and water areas as these relate to provincial sport development.

q. Assume a major role in the development, provision, and evaluation of sport programs and services in the province.

r. Establish a relevant and ongoing mechanism/process for continuing dialogue among actors of the Alberta sport system, especially in matters related to policy development.

s. Employ sufficient professional personnel both at provincial and regional levels to ensure that the above roles are effectively carried out.

2.2 **Alberta Sport Council**

It is widely recognized that the needs of the developing participant require special attention. Some needs are not being adequately addressed due either to insufficient resources or the lack of a co-ordinated system for the distribution of available resources.

Alberta Recreation and Parks expects to establish an Alberta Sport Council which would progressively become involved in a wide range of programs and services which would assist in supporting the developing participant.

As a major provincial level agency responsible for supporting the developing participant, *the Alberta Sport Council would ensure that available financial resources are systematically distributed to sport and that the technical areas of sport participation and leadership development would receive sufficient support and encouragement.*

The Alberta Sport Council, in conjunction with the Department of Recreation and Parks, would facilitate the development of programs of other sport agencies to meet the requirements of developing participants. These programs would be provided to the developing participant primarily through provincial sport associations. Other agencies and associations in the Alberta sport community would require a co-operative and integrated relationship with the Alberta Sport Council.

The Alberta Sport Council would be involved in the following activities:

1. The technical aspects of participation and leadership development. The Sport Council would ensure that programs in the areas of participation and leadership which involve specialized and highly sophisticated knowledge, information and services would be available to the developing participant in Alberta.

2. The continued development and operation of the Alberta Games.

3. The solicitation and integration of financial contributions from the private/corporate sector into amateur sport in Alberta.

4. The re-allocation of Western Canada Lottery funds that have been designated for amateur sport in Alberta.

Alberta Recreation and Parks would continue to provide a base level of support for amateur sport in Alberta. As well, the Department would maintain re-

sponsibility for the areas of administration and facility development as they affect sport in Alberta.

With the formation of the Alberta Sport Council, the Department would maintain responsibility for interprovincial and federal/provincial affairs. The Sport Council would focus its services and programs within the borders of Alberta.

2.3 **Sport and Recreation Administration Centre**
The need for administrative effectiveness within the sport delivery system is widely recognized. A new structure within the sport system that would facilitate access for sport associations to administrative services would encourage the developmental effectiveness of each sport agency, as well as improve co-ordination of services and co-operation among actors within the entire sport system.

It is generally acknowledged that the degreë to which a particular sport devotes its resources to administrative services is proportional to its size and sphere of influence. Consequently, smaller or less developed sport associations are unable to avail themselves of quality administrative services and are forced to make do with short-term solutions. This then becomes a major obstacle in the overall organizational development of many sport associations.

Although the Percy Page Centre at present offers selected administrative support services, its mandate, range of services, and location require significant changes and upgrading. It is proposed that the role of the Percy Page Centre be expanded and upgraded to enhance the administrative efficiency and developmental effectiveness of both provincial sport and recreation associations. Such a centre would provide support services in the most cost-efficient manner possible, and would allow sport associations to concentrate their activities and efforts on the delivery of sport programs and services to their client groups.

Administrative support services that would be offered through the centre might include:

- office space
- duplicating services
- marketing consultation
- accounting services
- clipping services
- parking
- translation service
- audio-visual service
- secretarial services
- printing services
- legal consultation
- travel and accommodation services
- mail service
- conference and meeting space
- word processing service
- personnel services

3. MUNICIPAL GOVERNMENT
The municipality has the responsibility and authority to determine the nature and scope of the sport programs, facilities, leadership and administrative services to be provided through municipal tax monies.

Within the sport participation system the municipality should regard its delivery theme as being directed toward the initiation and development of mass sport opportunities.

Major sport development responsibilities of the municipality are:

a. Foster the co-ordination and co-operative development of sport programs and services at the local level, including all public, quasi-public and private sector initiatives.

b. Facilitate and assist in the development of quality leaders and related volunteer support staff involved in all facets of sport development including: coaching, officiating, administration, and technical services. This would be done in co-operation with the appropriate sport associations.

c. Plan, provide, manage, and maintain sport facilities at the local level according to the community's sport needs.

d. Acquire land and water areas necessary for present and future development of sport facilities and areas.

e. Assist in the promotion of sport participation for all ages and all ability levels.

f. Formulate, in co-operation with other municipal agencies, the private sector, and interested organizations and citizens, a comprehensive sport policy/plan for the municipality. Such action should be developed in relation to ongoing community recreation planning.

g. Ensure proper land use zoning, taking into account recreation facility and open space needs.

h. Assist various public and private agencies at the municipal level in promoting, encouraging, fostering, stimulating and improving community-wide sport services. This includes all aspects of sport programs, areas and facilities, finance, administration and leadership.

i. Provide technical assistance and disseminate information to local sport groups in the public and private sectors.

j. Administer grants-in-aid, cost-sharing and other financial assistance programs for individual citizens, public agencies and private organizations.

k. Exercise the right to levy taxes to meet local needs in the area of sport development.

l. Enter into contractual agreements with other public and private agencies in the development and implementation of sport programs and services, such as community schools.

m. Conduct research activities to resolve municipal sport development problems and issues.

n. Encourage the development of multisport clubs at the local level.

o. Ensure that an adequate system of program evaluation is developed to encourage sport program efficiency and effectiveness.

p. Facilitate leisure education counselling programs to assist local residents in making relevant choices regarding use of leisure time.

q. Initiate a marketing approach to the planning and delivery of sport programs and services as part of municipal sport policy/plan.

r. Where appropriate, enter into joint agreements with other municipalities to encourage regional sport development.

4 PROVINCIAL SPORT ASSOCIATIONS

Provincial sport associations are primarily responsible for the general advancement and integrity of their individual sport, including servicing participation needs at all levels.

Whereas the municipal government has mass participation as its sport delivery theme, *the provincial sport association should regard its delivery theme as being directed towards excellence in sport and on the general advancement of the individual sport.*

This is not to say that provincial sport associations do not have a role in encouraging mass participation. In fact, *provincial sport associations should strive to provide services and programs through a 'continuum of service' concept;* that is, services should be extended to all those who wish to participate in a particular sport. This approach will call for provincial sport associations to move from being essentially governing bodies to becoming sport service associations.

Each provincial sport association should:

a. Provide technical development programs and services at the provincial, regional and local levels.

b. Establish rules and regulations, in accordance with their national association, to be adopted at the provincial, regional and local levels.

c. Establish a plan leading to the orderly development of its sport at the provincial level. Such a plan would facilitate the development of all types of participants.

d. Establish its own co-ordinating and decision-making structure which makes provision for the active involvement of all regions and special interest groups on a "continuum of service" concept.

e. Organize and conduct training programs for its leaders, especially in the areas of coaching, officiating, sport sciences and medicine, and administration.

f. Encourage, support and work with local and regional recreation authorities to improve sport development opportunities in its sport.

g. Identify and pursue specific goals related to Alberta's sport programs which contribute directly to sport objectives at the national level.

h. Select, appoint, and supervise full and part-time professional staff to meet provincial needs.

i. Develop and implement various levels of integrated competition at the local, regional, and provincial levels.

j. Engage in fund raising and promotion programs to support its provincial sport endeavours.

k. Liaise with the provincial government in matters pertaining to the development of its individual sport and sport development in general.

l. Provide coaches, officials, and support staff for provincial teams.

m. Encourage and promote effective liaison, communication and co-operate with its national association.

n. Identify and investigate problems affecting the growth and development of the specific sport.

5. PROVINCIAL MULTISPORT ASSOCIATIONS

Provincial multisport associations are primarily responsible for the promotion, development and administration of programs and services that are common to many sport associations and/or specific user groups. An example of such an association is the Alberta Schools Athletic Association.

Provincial multisport associations should:

a. Act on behalf of a number of sport associations and/or user groups to enhance sport development;

b. Foster sport delivery mechanisms that would enhance the functioning of single sport associations.

c. Foster the development of sport opportunities.

6. PROVINCIAL SPORT-RELATED AGENCIES

There are currently in existence a number of agencies which have an indirect relationship to sport development in the province. Examples include, Alberta Recreation and Parks Association, Alberta Advisory Board on Recreation for the Disabled and the Recreation, Parks and Wildlife Foundation.

These agencies have the potential to play influential roles in the Alberta sport system. Provincial sport-related associations should be active in encouraging improved development of sport services throughout the province.

A formal mechanism of referral and input between associations, should be established, that would include and encourage these associations to develop and declare their respective positions on sport development issues and initiatives.

Provincial sport-related agencies should:

a. Inform Alberta Recreation and Parks and other appropriate agencies of their programs and services as they relate to and impact upon the sport delivery system in Alberta.

b. Select and develop services that complement programs offered through the sport delivery system.

c. Ensure that they are fully aware of the current trends and issues within the sport system, and wherever possible develop and declare their respective positions on sport development issues and initiatives.

d. Promote and support a view of their discipline as being an interdependent part of the sport system.

7. EDUCATIONAL INSTITUTIONS

The Alberta education system is comprised of elementary schools, junior high schools, high schools, colleges, technical institutes and universities. The education system has a significant linkage to the sport system by virtue of its physical education curricula and sport participation opportunities at all levels. Grade schools have a role to play in the development of positive attitudes towards sport and the improvement of body movement skills which are basic to lifelong participation.

Post-secondary institutions have some responsibility for: the development of advanced education programs in disciplines related to sport; the provision of sport services to the student population; and the support of appropriate sport research.

8. PRIVATE AND QUASI-PUBLIC SECTORS

As competition for public funds increases and as economic conditions continue to change, the private sector will become a major component in sport development.

Specific procedures and mechanisms are essential to develop a co-operative relationship between the private and public sectors. A recognition of interdependence will improve the co-operation between the private and public sectors. The sectors include: business and commercial organizations, quasi-public agencies, and service clubs.

8.1 Business and Commercial Organizations

The following roles are recommended for business and commercial organizations:

a. The sponsorship of individuals, clubs, teams, sports, leagues, and special events on a local, regional or province-wide basis.

b. The promotion of sport through the production of films, posters, pamphlets, and instructional aids in association with provincial sport associations and/or local affiliates.

c. The development and provision of sport opportunities and facilities. Private agencies should operate on a user pay basis.

d. The manufacture and sale of sport equipment.

e. The provision of professional consulting in the area of sport development. Consulting could relate to such areas as research and planning, facility construction and operation, and program management.

8.2 **Quasi-Public Agencies**
The quasi-public sector is comprised of agencies such as YM/YWCA's, Boys' and Girls' Clubs, Boy Scouts, Girl Guides, and Church groups. Although not formally related to other sport agencies, their involvement in sport is nevertheless significant.

These agencies could play the following roles:

a. Teaching skills and organizing competitions in those activities which constitute the sport part of their programs and services.

b. Ensuring that their sports leaders are competent to instruct, coach, officiate and manage sport activities.

c. Providing use of facilities to outside organizations after their own needs have been met.

d. Actively participating in general co-operative planning in their communities.

8.3 **Service Clubs**
Service clubs such as the Rotary, Kiwanis, Lions, Kinsmen, Knights of Columbus, and the Canadian Legion have provided countless man-hours, facility use, and financial support for sport development. Their support has been invaluable and must be encouraged. The roles of the service clubs could be:

a. Sponsorship of individuals, clubs, teams, leagues, tournaments, and special events.

b. Development of volunteer leaders in programs in which they choose to be associated.

c. Construction, operation, maintenance, upgrading or equipping of sport facilities.

9 **THE MEDIA**
The media has the potential to have a meaningful impact on sport development in Alberta in the areas of communication and promotion. The relationship and lines of communication between the media and amateur sport are of critical importance.

The role of the media could be:

a. The provision of accurate reporting and objective interpretation of sport events and issues to the public.

b. The promotion of sport events and projects.

c. The sponsorship of events, campaigns and publicity drives.

d. The provision of assistance in the training of personnel in the sport system who liaise with the media.

10. **INDIVIDUALS AND THE GENERAL PUBLIC**
In recognizing the significance and value of sport to individuals and society generally, every Albertan could play a role and accept responsibilities in relation to sport.

Individuals and the general public could play the following roles:

a. As Albertans to:

   — provide assistance to sport through the payment of taxes (local, provincial and federal).

   — to communicate with elected representatives on their personal assessment of public assistance being provided by all levels of government.

b. As participants to:

   — administer, coach, officiate, or assist in other ways so that other participants may also benefit.

   — pay membership or user fees which can and should cover a major portion of costs associated with a sport activity.

   — to be a source of financial support for self-selected programs.

c. As parents to:

   — encourage participation by children in sport programs,

   — ensure that children are safely and suitably equipped,

   — volunteer to assist the organizing group,

   — give clear and positive direction to those who administer, coach, and officiate in amateur sport, especially in regard to whether or not programs are meeting children's needs,

   — set a good example for young participants.

d. As spectators to behave in an enthusiastic and responsible manner.

Chapter Five
The Next Steps

The Next Steps

The overall planning framework, which incorporates the development of policy visualized a three phased approach to sport development. Table 1 describes the three phases of the total process and the major distinctions between the various phases.

Table 1

SPORT DEVELOPMENT PLANNING FRAMEWORK

Phase	Description	Planning Outputs
1.	Development of a Sport Policy Report	To identify and declare fundamental sport development philosophy and guiding principles; general policy stances; general planning concepts.
2.	Preparation of a Sport Development Strategy	To develop specific program strategies/initiatives; operational policy statements; planning and research priorities; role clarification; program implementation schedule.
3.	Preparation of Annual Operations Plans	To identify on an annual basis resource allocations; management objectives; evaluation of programs and financial expenditures; specific implementation strategy.

Such a planning framework will greatly facilitate a rational approach to sport development by Alberta Recreation and Parks. The essential point to be made is that program initiatives will evolve from broader philosophy and policy. This will contribute to improved consistency and integration of departmental programs and services not only internally, but in relation to clients of the Department.

The next step, after policy development, will be to activate appropriate planning initiatives toward implementing phase two of the planning framework. Such a step should ensure relevancy and improved role relationships between the various agencies of the sport delivery system. A strategy that is both comprehensive and realistic is required.

Once the Sport Development Strategy has been established, each agency in the delivery system will be encouraged to prepare, on an annual basis, a statement of intent, and an annual operations plan which reflect agency activities in keeping with the development strategy. The Intersport mechanism provides a means whereby each agency can inform and seek reaction from all other agencies in the delivery system. This process can be both for purposes of information and accountability.

The future of sport development in Alberta is bright but it will not be realized without concentrated and dedicated interagency involvements. Alberta Recreation and Parks views its role in sport development earnestly and enthusiastically, and will seek to ensure that its contribution to sport development in Alberta is in keeping with the expressed spirit and dedication of the total sport community.

In the final analysis, policy, strategies and action plans must evolve in response and anticipation of the changing wants, needs and aspirations of the citizens of Alberta. We believe that this policy report provides a sound foundation for such future action.

APPENDIX A

Sport Issues Paper Authors and Issue Areas

The following 35 authors prepared sport issue papers for Alberta Recreation and Parks. Each author also participated in a symposium where the paper was presented with discussion and questions taking place following the presentation.

1. D. G. Arsenault Consultant Alberta Recreation and Parks and Ms. V. W. Blakely Associate Professor Faculty of Physical Education and Recreation University of Alberta	Some Consideration Concerning the Sport Needs of Senior Citizens and Disabled Persons and the Generic Sport Delivery System
2. Mr. Larry Beres Senior Recreation Consultant Professional Environmental Recreation Consultants Ltd.	Sport at the Local Level: A Priority in Rural Alberta
3. Mr. Roy Blais Taber Regional Recreation Director	Sport at the Local Level: A Priority in Rural Alberta
4. Dr. D. G. Bowie Professor Faculty of Physical Education University of Lethbridge and Ms. Pamela Sucher	Alberta Sport Plan: A Conceptual Framework
5. Dr. Bob Bratton Professor Faculty of Physical Education University of Calgary	Provincial Sport Organizations: Issues and Priorities
6. Dr. A. C. Burgess Fitness Communications Group Ltd.	Amateur Sport and Public Relations: Future Concepts
7. Mr. Barry K. Cooper Manager, Operations Branch Parks and Recreation Department City of Edmonton	Sport at the Local Level: A Priority in Urban Alberta
8. Mr. Art Dyer Research Officer Alberta Recreation and Parks	Albertan's Participation in Sport
9. Mr. A. M. Enger Program Coordinator High School Office of Athletics Edmonton Public School Board	Sport in the Schools
10. Mr. Max Gibb Managing Director Alberta Games Council	The Games Concept: Its Role in Sport Development
11. Dr. R. Gerald Glassford Professor Faculty of Physical Education and Recreation University of Alberta	Sport and Social Policy
12. Dr. M. Ann Hall Professor Faculty of Physical Education and Recreation University of Alberta	Sex Equality in Sport
13. Mr. A Heron Director of Sport Sports and Recreation Branch Department of Culture and Youth Saskatchewan	Sport and Recreation Development in Saskatchewan
14. Ms. A. Hoffman Director Sports and Fitness Branch Department of Culture and Recreation Ontario	The Sport Delivery System in Ontario
15. Mr. Hugh S. D. Hoyles Director of Men's Intermurals Department of Athletic Services University of Alberta	Interuniversity and Intercollegiate Sport: Issues and Considerations
16. Mr. Doug B. Irwin Director Parks and Recreation Sherwood Park	Sport at the Local Level: A Priority in Urban Alberta
17. Dr. Roger Jackson Dean Faculty of Physical Education University of Calgary	An Overview of Sport Delivery System: Organization and Co-ordination
18. Mr. Terry Jones Sports Editor Edmonton Journal	Amateur Sport and Public Relations: Future Concepts

19.	Mr. Dennis Kadatz Athletic Director Faculty of Physical Education University of Calgary	Interuniversity and Intercollegiate Sport: Issues and Consideration
20.	Mr. Richard G. Knapp A/Director Sport Canada Fitness and Amateur Sport	Sport Development at the Federal Level
21.	Mrs. Diane Jones-Konihowski Athlete	Amateur Sport and Public Relations: Future Concepts
22.	Mr. John Konihowski Professional Athlete	An Examination of the Relationships Between Professional and Amateur Sports in Alberta
23.	Mr. W. Littlechild Lawyer	Sport and the Native Population
24.	Dr. David J. Magee Professor Faculty of Rehabilitation Medicine University of Alberta	Sport Medicine in Alberta
25.	Ms. Arlene Meldrum Past President Edmonton Federation of Community Leagues	Volunteers in Amateur Sport
26.	Dr. Barry Mitchelson Professor Faculty of Physical Education and Recreation University of Alberta	An Assessment of Amateur Sport Administration in Alberta
27.	Mr. D. Paquet Ministre de Loisir de la Chasse et de la Peche Service des Sports Quebec	The Organization of Physical Activities in Quebec
28.	Mr. Dan Pugliese Private Consultant	Federal and Provincial Government: Sport Issues and Considerations
29.	Mr. David R. Rudge Section Head Community Recreation Planning Section Alberta Recreation and Parks	Sport Facilities: Issues and Considerations
30.	Dr. David J. Sande Professor Department of Movement Education Faculty of Physical Education and Recreation University of Alberta	Young Children (Ages Birth - Eight) At Play - The Pre-Sport Period
31.	Dr. Murray F. R. Smith Professor Faculty of Physical Education and Recreation University of Alberta	The Sport Participation System
32.	Mr. Don Watts Coordinator of Leisure Resource Centre Department of Leisure and Physical Education Mount Royal College	Sport Leadership: Issues and Future Considerations
33.	Mr. Dick White President Sport Alberta	Provincial Sport Organizations: Issues and Priorities
34.	Ms. Wilma G. Winter Recreation Administration University of Lethbridge	Women and Sport
35.	Mr. Lorne Wood Executive Director Alberta Schools Athletic Association	Sport and the School System

APPENDIX B

Athletes Attending Elite Athlete Workshops

Edmonton

1.	Disabled Field Sports	Elaine Eli
2.	Disabled Field Sports	Dan Palamarek
3.	Soccer	Andy Takats
4.	Shooting	Wayne Richey
5.	Trap Shooting	Susan Nattrass
6.	Handball	Rick Lambert
7.	Handball	Glenda Leach
8.	Canoeing	Darryl O'Brien
9.	Field Hockey	Laurie Darwill
10.	Field Hockey	Susan Holder
11.	Athletics	Ian Newhouse
12.	Athletics	Diane Jones Konihowski
13.	Track	Dan Leonard
14.	Track	Susan Bell
15.	Track	Darrell Menard
16.	Tennis	Indra Gupta
17.	Diving	Charlene Bromley
18.	Figure Skating	Rob Arndt

19. Synchronized Swimming	Gayle Peterson
20. Fastball	Barb McJeigh
21. Cycling	Peter Gelinas
22. Softball	Brian Hay
23. Shooting	John Primrose
24. Cross Country Skiing	Carol Gibson
25. Fencing	James Goruk
26. Yachting	Lawrance Lomieux
27. Water Polo	Barry Kennedy
28. Equestrian	Michelle Gendall
29. Hockey	Chris Helland

Calgary

1. Freestyle Skiing	Jim Sidorchuk
2. Freestyle Skiing	Ed Sidorchuk
3. Shooting	Arne Sorenson
4. Shooting	E. A. James
5. Downhill Skiing	Paul Hanna
6. Synchronized Swimming	Beth Irwin
7. Synchronized Swimming	Kelly Kryczka
8. Baseball	Jim Olstad
9. Rollerskating	Gordon Foster
10. Rollerskating	Dawn McElgunn
11. Badminton	Ron Anderson
12. Curling	Kelly Stearne
13. Skiing	Lorraine Robinsen
14. Soccer	Stephen Parr
15. Disabled Skiing	Wayne Burton
16. Archery	Ted Gamble
17. Alpine Skiing	Chris Kent
18. Shooting	C. G. Dick
23. Synchronized Swimming	M. Branc
24. Sport Alberta	Gwen Smith
25. Golf	Feef McDonald
26. Golf	Lola Rozsa
27. Golf	Duncan Harvey
28. Volleyball	Brian Watson
29. Gymnastics	Catherine Carmier
30. Gymnastics	Jean Jarrell
31. Archery	Ron Genge
32. Football	Jim Skillings
33. Football	David Kates
34. Canadian Ski Association	Renaud Preformiue
35. Badminton	G. McIlveen
36. Badminton	D. Folinsbee
37. Field Hockey	C. Halkett
38. Basketball	Gary Tomick
39. Cycling	B. Proctor
40. Equestrian	Alex Upenieks
41. Weightlifting	Ed Fergusson

APPENDIX C

Sport Administrators Attending Workshops on Sport Development in Alberta

1. Softball	Fred Villner
2. Shooting	Jim Timmermay
3. Squash	Lis Dixon
4. Tennis	Hans Maciej
5. Curling	Ew Sakowsky
6. Handball	John Murray
7. Handball	Ron Billig
8. Soccer	Bill Gilhespy
9. Skiing	Earl Olson
10. Skiing	Jerry Johnston
11. Hockey	Dave Henwood
12. Diving	Bob Thornton
13. Baseball	Ray Williams
14. Baseball	Orv Franchuk
15. Table Tennis	Philip Laird
16. Fencing	Gerald Sameul
17. Figure Skating	Alan McPherson
18. Water Skiing	Brian Heald
19. Speed Skating	Robert Hodges
20. Bowling	Leagh Patterson
21. Bowling	Doug Hall
22. Racquet Ball	Al Ewaskow

Number/
Numéro

2

Sport Development Policy
Executive Summary

Alberta

AND PARKS

Division

Sport Development Policy
Executive Summary

Alberta
RECREATION AND PARKS
Recreation Development Division

Alberta
RECREATION AND PARKS

Office of the Minister

Room 107 Legislature Building, Edmonton, Alberta, Canada T5K 2B6 403/427-3672

It gives me great pleasure on behalf of Alberta Recreation and Parks to provide you with an Executive Summary of the Department's Sport Development Policy. The complete policy document is available upon request.

The concepts, guiding principles and policies contained in this document provide a clear statement of the Department's position relative to sport development in Alberta. These new policies and program initiatives are predicated on a mutual and mature partnership within the sport community.

For Alberta Recreation and Parks, the policy provides a framework for on-going decision making and for the planning and implementation of future departmental sport programs and services.

I wish to thank the many individuals and organizations that provided oral and written comments and recommendations on the contents of the report. I am also very appreciative of the efforts extended by provincial sport association executives, municipal governments and other interested parties with regard to the public information sessions and Intersport 6.

All of this information has been carefully considered and this Executive Summary generally reflects the views of the sport community and should establish the framework for the sport delivery system to operate in a spirit of true partnership.

I also wish to thank the staff of Alberta Recreation and Parks who have worked extremely hard in preparing this policy report.

Sincerely,

Peter Trynchy
Minister
Alberta Recreation and Parks

CHAPTER

1

Background and Introduction to the Sport Development Policy

Sport - A Definition

Alberta Recreation and Parks has adopted a view of sport that incorporates four essential elements:

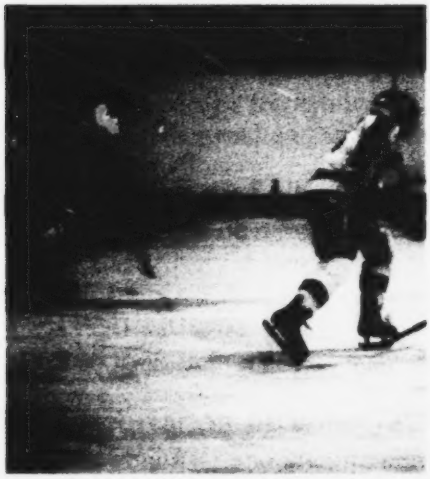
1. Sport requires that participants execute physical and mental skills which require practice or preparation to improve or perfect.

2. Sport involves competition against other participants, oneself, or nature. Levels of competition range from those for the beginning participant to those for the international competitor.

3. Sport occurs in a structured and organized environment, and is governed by standard rules.

4. Sport is considered as a component of recreation.

The fourth element is fundamental to the Department's concept of sport: sport is not viewed as separate from recreation, but rather a part of it.



Sport - A Resource for Social and Economic Development

At the individual level, sport provides people with the opportunity for physical growth through strengthening and toning the body, developing balance and agility, and improving cardiovascular functioning. Sport can also contribute positively to an individual's emotional well-being by providing opportunities for personal challenge, creative expression, esteem-building and self-acceptance. The physical and mental activity required by sport can play a significant role in reducing stress and tension.

Sport can also operate as a tool for social development at the community and provincial levels. Local identity is often achieved or heightened by a local winning team or by a new arena. At the provincial level, the involvement of top participants representing Alberta at major sport competitions provides an opportunity for both participants and spectators to feel a sense of pride and prestige.

From an economic standpoint, sport contributes significantly to the growing multi-billion dollar recreation industry. Benefits flow from facility construction, equipment purchases, the creation of employment opportunities, and revenues from out-of-province participants and spectators.

Alberta Recreation and Parks believes that sport should be considered an important public service at all government levels. Furthermore, the Department will approach sport development not only as a private and personal enterprise but also as a public responsibility and as a major resource for social development and economic growth.

CHAPTER

2

Broad Policy Directions

In developing a sport policy it is important to establish broad directions for sport development in Alberta. The beliefs and principles of Alberta Recreation and Parks are identified and these are followed by the policy goals.

Beliefs and Guiding Principles

The following statements outline how the Department will approach the development of sport in Alberta:

1. Sport for All

Sport is for all Albertans. All Albertans regardless of age, sex, creed or ability should have an opportunity to participate in sport.

2. Access to All Levels

The opportunity to participate, at any level of sport, should be accessible to all Albertans.

3. Self-determination

All Albertans have the right and the freedom to develop their sport participation to any level they choose.

4. Central Focus on Participants

The physical and mental well-being of the participant should be the central focus of all programs, services and policies.

5. Shared Responsibility

The development of sport is a shared program and financial responsibility, involving a number of agencies, sectors, and individuals.

6. Partnership and Mutual Respect

The sport delivery system should operate in a spirit of partnership and mutual respect.

7. A Systems Approach

Sport is part of recreation and the broader social system: it cannot be developed in isolation from other social and economic concerns.

8. Effective and Efficient System

Sport should be developed in a manner which maximizes both the effectiveness and efficiency of the delivery system.

9. High Quality Service

The sport delivery system should provide a high standard and quality of service to participants.

10. Importance of Volunteers

The volunteer and volunteerism should be maintained as the basis of the sport delivery system.

Policy Goals

The following policy goals provide the framework and the direction for the specific policies contained in Chapter Three:

1. To promote health, fitness and a sense of community among Albertans through participation in sport. This goal includes imparting to Albertans a broader understanding and appreciation of the nature and value of sport participation.

2. To encourage a wide, diverse and stable financial base for sport development. This base should include a variety of sources.

3. To improve the accessibility to sport opportunities for Albertans.

4. To encourage greater personal involvement and achievement in sport.

5. To move towards an increased diversity of sport opportunities throughout Alberta.

6. To create the environment for a comprehensive, well-developed base of technical knowledge for sport.

7. To have the sport delivery system evolve toward a mature partnership of those individuals and organizations involved in sport.

8. To strengthen, co-ordinate and maintain an effective sport delivery system in Alberta.

CHAPTER

3

General Sport Development Policies

Based on the previous broad policy directions, statements of policy have been formulated in four key development areas of the sport system: Participation Development; Leadership Development; Facility Development; and Sport Administration.

Policies on Participation Development

The overall intention of Alberta Recreation and Parks, with respect to participation development, is to ensure that an adequate quantity and quality of programs are available to meet the needs of sport participants.

This overall policy involves two basic thrusts: one in program development; the other, in assisting individuals to acquire basic skills and understanding of sport.

In the area of program development, the Department will encourage and support the provision of participation opportunities to serve all types and levels of partipation. For mass participation, the Department will provide support primarily through municipalities; and also, through recognized provincial-level voluntary associations. For the developing participant, the Department will take an active role in ensuring that adequate practice, training and competition opportunities are available.

The second thrust, that of improving the desire of individuals to become involved in sport, requires programs to promote sport and to prepare Albertans to become sport participants. The Department will encourage the development of public awareness programs and positive attitudes as they relate to sport participation.

Policies on Leadership Development

The overall intention of Alberta Recreation and Parks, with respect to leadership development, is to ensure that a broad base of skilled leaders is available, on the widest scale possible, to adequately meet the sport participation needs of Albertans.

The Department recognizes the importance of high quality leadership, and will encourage greater emphasis in this area throughout the sport system.

As well, the Department will actively support the expansion of professional leadership as a means of enhancing the vital volunteer leadership component. The strategy of hiring professional leadership is viewed as a step toward improving the effectiveness of volunteers while upgrading the overall quantity and quality of sport leaders.

The Department recognizes that the volunteer system is affected by Government action and will plan its procedures, programs and services to foster volunteerism. To achieve this end, the Department will encourage the involvement of volunteer leaders in the planning and development of Departmental sport programs and policies.

An integrated and coordinated approach to planning sport leadership development will be encouraged. The Department will develop a provincial strategy that incorporates the needs of mass participation and the developing participant. Other agencies will be encouraged to plan for sport leadership within their specific programs.

Policies on Facility Development

The overall intention of Alberta Recreation and Parks, with respect to facility development, is to ensure that quality sport facilities are available on the widest scale possible for all levels of participation. Furthermore, sport facilities should be planned and operated in the most effective and efficient manner.

The Department will continue to assist and support the development of an adequate supply of sport facilities. Agencies will be encouraged to make maximum use of present sport facilities, as a priority; and constructing new facilities only when existing ones are fully utilized. To further increase supply, the Department will also encourage and support private and commercial sector involvement in facility provision, and the community use of schools.

Municipalities are responsible for the provision of community sport facilities and will be encouraged to continue to provide access to these facilities by all sport participants.

The Department will assist with facilities for major competitions if broader community needs are being met, and provided that these can be operated on a long term basis.

A more planned and efficient approach to facility development will be encouraged at all levels. The Department will continue to promote comprehensive community planning as the basis for local sport facility development. Feasibility studies will be encouraged for all types of sport facilities receiving Departmental assistance.

To promote greater efficiency in sport facilities, assistance will be provided for renovations and/or upgrading designed to reduce operating costs. Multiple-use and regional facilities will also be promoted where appropriate.

All public sport facility development should be responsive to the needs of participants; allow for public input; and ensure equal access and opportunity.

Policies on Sport Administration

The overall intent of Alberta Recreation and Parks, with respect to sport administration, is to foster the effective coordination of the sport delivery system, and to promote sound administrative practices within sport agencies in Alberta.

The Department will support and promote coordination, communication and cooperation among the agencies involved in the sport delivery system. In interacting with other Governments, existing federal-provincial and interprovincial mechanisms will be supported and utilized.

To achieve a coordinated system for sport administration, the Department will work with sport organizations to define and clarify roles and responsibilities. The Department will continue to coordinate sport with other Departments within the Provincial Government.

To improve the administrative capability within sport agencies, the Department will attempt to ensure that adequate administrative support services are available to provincial sport associations.